




3 1761 11653027 0









Digitized by the Internet Archive  
in 2023 with funding from  
University of Toronto

<https://archive.org/details/31761116530270>







79

EX 18

THE  
ROYAL COMMISSION  
ON THE  
NORTHERN ENVIRONMENT

J.E.J. FAHLGREN  
COMMISSIONER

---

ORAL TESTIMONY  
PRESENTATION BRIEF

---

THE  
LAC SEUL ANISHNABEG  
("INDIAN BAND")

---

PERCY NINGEWANCE, CHIEF

Presented at: Sioux Lookout, Ontario  
November 21st, 1982.



(OPTIONAL)

COMMUNITY BACKGROUND

Lac Seul Indian Reserve # 28 is situated on the southern shore of Lac Seul. From this point it extends southward to the north shores of Lost Lake. Lac Seul Indian Reserve # 28 is considered to be one of the largest reserves in size in Northwestern Ontario. The total area of land in the reserve is 66,276 acres.

Lac Seul Indian Reserve consists of four separate communities which are Frenchman's Head, Kejick Bay, Whitefish Bay and Canoe River. Frenchman's Head, which is situated at the southern most part of the reserve has an access road. The other three communities are grouped at the northern end of the reserve. Access into these communities is by air-craft, boat and snowmobile. Half-ton trucks may also provide a means of transportation during the winter months in the three northern communities.

Lac Seul Band has a population of approximately 1150 people. Of this total; approximately 510 are currently living on the reserve. The rest, 640 or so are living outside the reserve. The main reason why the majority of the people live off the reserve is because there are few employment opportunities on reserve. As stated earlier Lac Seul Reserve is comprised of four communities, Kejick Bay being the main settlement has a population of 325, Frenchman's Head has a population of 150, while Whitefish Bay and Canoe River make up the remainder of 35.

Lac Seul Indian Reserve # 28 having three separate communities at the most northern part of that reserve has no easy means of access between its major communities. For a number of years the Band members of these communities have expressed the view that an access road would be beneficial, as is recorded in the findings of Hough, Stansbury and Michalski Ltd. in Alternate Management Strategies for Lac Seul area. Volume one (1). The road to the community of Frenchman's Head was constructed by the Ministries of Natural Resources and Northern Affairs combined. The major reason for the construction of the access road was to transport the school students, due to the closure of Pelican Lake Indian Residential School in 1978.

The road provides social and economic benefits for this community. Since the construction of the road, Frenchman's Head has seen employment opportunities open up to it's residents, as some people commute to Sioux Lookout or Hudson for regular employment, and the logs that are cut on reserve land are transported to Hudson where they are sold to the saw mill.



One of the main purposes of this submission is to make a case for an access road from the Lynx Lake road to the Whitefish Bay area, which is the closest mainland point to the Kejick Bay settlement.

In order to make this case we undertook an analysis of the economic and social effects of such a road.

In compiling the economic analysis, we considered the following factors;

- Consumers - purchasing power, selection, transportation costs, cost and availability of hydro.
- Local Economy - Sawmill, construction, potential tourist camp.
- Service agencies - Savings to governments agencies from road access.
- Linked economies - Benefits to other local economies from easier access.
- Employment - Opportunities for on-reserve and more particularly off-reserve employment would increase.

When we prepared the analysis of social effects, we looked at these factors;

- Transportation Safety - Road travel compared to air water and ice travel.
- Services - Potential expansion in the range of social, commercial and utility services to the settlements.
- Social patterns - Changes in visiting and travel patterns.
- Culture Privacy - Access by outsiders.
- Alcohol - Would it become more available?

Extensive interviews in the community have shown that band members are generally very interested in the possibility of having an access road. However they are nervous about the possible effects of unrestricted access and would want safeguards to help protect the positive aspects of their present lifestyle.



## INTERVIEWS WITH BAND MEMBERS

The following considerations and views represent major themes expressed by Band members in a series of interviews.

A road would greatly reduce the need for air transportation either from Sioux Lookout or Hudson in all seasons, thus reducing transportation costs. Band members would purchase their own vehicles in the future years to provide transportation, if an access road were to be built. Ontario Hydro and Bell Canada would provide facilities to be installed in the three communities. These facilities would provide advantages for the reserve.

The reserve is in the process of operating a sawmill in the vicinity of Picnic Bay. Sooner or later the mill would have to expand its operations in the reserve limits or outside the reserve on Crown Land on the west side of the reserve boundary. The Lac Seul Sawmill Development Corporation will probably benefit by having a road access. They plan to expand their business by transporting lumber and proposed to produce railroad ties for the two major railway companies. The road would transport materials and machinery to its site.

Small businesses, a convenience store and coffee shop are in the starting process within the Lac Seul Band. These two businesses import their supplies from outside suppliers by boat or air transport at considerable expense.

Other advantages that the proposed road would bring is better business for the tourist camp that is proposed to be built within the reserve limits. Also the mail could be delivered more often than once a week. Which is the case now by motor boat. Federal and Provincial government agencies or other organizations would travel to the reserve for Band affairs more regularly and often.

Also a road access would provide a cheaper means of transporting off-reserve students than aircraft.

The following comments by the Band members concern the disadvantages of having an access road.

- 1) The biggest problems would likely be alcohol being brought into the reserve and possibly consumed in transit. The only way this could be controlled or avoided would be patrolling of the road by the Reserve and Provincial police to prevent shipments and consumption on the road.



- 2) Tourists would use the road access from Lynx Lake to Whitefish Bay destination for use at a boat ramp. This would depend on how the road would be classified ie. private or public.

Regarding these concerns, the Lac Seul Band would like to have an access gate of their own at their own expense to protect their road access from outside abuse. An example is the MNR gate which protects the Lynx Lake tourist camp road from public abuse.



## OTHER PEOPLES PLANS

### INTERVIEWS WITH GREAT LAKE PRODUCTS

A meeting was held with representatives of the Great Lakes Paper Co. in Dryden. They mentioned their proposal for a road from Goodie Lake Road extending northward crossing the C.N.R. tracks towards Lynx Lake along side Cherry Lake and extending northwest 4 miles past Mistowana Lake, Windfall Lake and Grass Lake.

In the meeting with Great Lakes Forest Products, Mr. Lorne Crawford and fellow Great Lakes Land Supervisors, mentioned in the coming years of 1980 - 86, Great Lakes Forest products will be extending their cutting operations. Future discussions revealed that Great Lakes in future years proposed to extend their timber cutting operations up to Grass Lake. Great Lakes is now cutting timber in the Lynx Lake area as well as McKenzie Forest Products who cut timber for the Hudson Mill. Both companies have extended their logging road across the CNR tracks and into Lynx Lake creek.

Great Lakes also has a suggested road proposal centre lined, located and ribboned to Cherry Lake. ( See Map ).

To judge Great Lakes' road proposal from Cherry Lake to Grass Lake by aerial photos indicates that there shouldn't be problems in building an access road.

When Great Lakes have finished with their proposed site for timber cutting at Grass Lake, they will be pulling out of the area. As the road proposed by Great Lakes is built in the years 1985 - 86, we of the Lac Seul Band would plan to extend a road access from the point where Great Lakes have stopped their timber cutting operations. In extending the road the Lac Seul Band would plan a road access to Whitefish Bay community and in future years to Kejick Bay.

Naturally, however, we hope that this submission will encourage the provincial government to proceed with an access road at an earlier date.

We are of course willing to have Indian Affairs apply capital funds committed to the Band to the on-reserve portion of the road.



## ECONOMIC BENEFITS

### 1) To Consumers

Our estimates indicate that over \$400,000. a year are presently spent in the stores (over 90% at The Bay) in the Kejick Bay area.

It is anticipated that an access road would soon bring about a fall in price levels of about 10%, due in part to lower freight costs, but even more so to the effect of competition as shopping elsewhere became more practical.

Transportation costs on large items imported into the community should also fall. Road access should also make viable a year-round, very small restaurant and/or convenience store operation such as are presently trying to establish themselves in Kejick Bay. This could provide a benefit by reducing gasoline-consuming shopping trips to the Bay store.

The effect of an access road on eventual hydro costs to Lac Seul residents is questionable. It appears from conversations with the area Manager that the high-cost alternative of diesel generated hydro has already been discounted and that rural rates would therefore be charged. Therefore the proposed road would not be an influencing factor in Hydro's decision to go overland. However, it would lead to capital and operating savings (see next section).

The overall yearly economic benefits to consumers in the three settlements are estimated at \$50,000.



## 2) To the Local Economy

Components of the local economy considered to be capable of benefitting from the access road are;

- construction,
- sawmill,
- tourist camp (proposed).

### Construction

Housing and other construction plans of the band cannot readily be projected, as they are so dependent on both the availability of government subsidies and which location band members choose to live in. A guesstimate of \$4,000. in freight savings on housing materials and \$4,000. on material for other construction has been arrived at as the likely effect of an access road. It should be noted, however, that in the event of a major project, e.g. sewer and water, this figure would increase dramatically.

### Sawmill

An access road would undoubtedly be of benefit to the newly-started sawmill. However, since the mill has not established a clear production level or pattern; and since the mill would also require a road span of over 1 mile, no economic benefit has been estimated in this case.

### Tourist Camp (proposed)

A proposed tourist camp would benefit somewhat by offering direct road access rather than having clients change modes from road to air. A benefit of \$2,000.00 has been estimated.



### 3) To Service Agencies

In 1981-82 the two major service agencies to the communities, namely Indian Affairs and National Health and Welfare, spent approximately \$32,000.00 to move staff, clients and freight to and from Kejick Bay and its two sister communities.

It is estimated that an access road could reduce this figure to approximately \$20,000.00, by the agencies in question using government vehicles and commercial services.

This would not involve extra staff time as the ground-air transfer would be eliminated.

The Band administration would save approximately \$4,000. in travel costs as well.

Other agencies which are less frequent visitors would likely spend no less but would improve their schedules for visiting. These agencies would include;

- Childrens Aid,
- Northern Affairs,
- Post Office,
- Citizenship and Culture and of course the Royal Commission itself.

Natural Resources and the Ontario Provincial Police are not included as they have their own air forces.

Other organizations which would save money would be Ontario Hydro and Bell Canada. Ontario Hydro presently spends up to \$100,000. a year to maintain each fly-in location. Although pole-lines are inherently cheaper to maintain, it is still estimated that the combination of road access to the community and easier right-of-way access could save the company \$ 8,000. per year.

Bell Canada would presumably install a satellite microwave system in Kejick Bay rather than a line-connected system. However, in either case, road access should enable the company to save at least \$2,000. a year on service calls.

Total savings to agencies are therefore estimated at \$22,000.00 per year.



#### 4) To Linked Economies

A major benefit of an access road would be the strengthening of links with the local economies of Sioux Lookout and Hudson.

This should result in an increase in business levels in these communities; though it is acknowledged that airlines will likely suffer a slight reduction in business.

Strengthening links could take many forms; Lac Seul trappers selling fur where they got the best price; trips to Hudson to buy items not sold locally; taking skidoos, boats and motors to Sioux Lookout for repair instead of swapping them; using delivery, trucking or cab service instead of airlines.

At the same time, it is felt that neither price or inclination would lead residents of Lac Seul to switch their buying habits to such a degree that their local stores could no longer operate.

In the situation where such links develop, the consumers normally gains through better services and wider selection. The merchants gain in increased business. However, benefits are virtually impossible to forecast, as patterns cannot be predicted with any accuracy. In addition, benefits are often obtained at the cost of extra travel (which can often be viewed as a benefit in itself).

We have therefore not tried to estimate a cash value for this benefit, either to the Lac Seul community or to its neighbours.



## 5) To Employment

As noted in the last section, it is very difficult to forecast benefits when changes in economic patterns as the result of a road cannot be foreseen.

However, the following changes appear to be likely;

- increased "local" freight and delivery activity,
- increased opportunities for off-reserve employment,
- increased labour content in transportation and freighting activity to and from the community.

Even assuming that each of these changes each led to the creation of only one full-time job (or its equivalent), which seems quite conservative, there would still be a net benefit to the community of approximately \$45,000. a year.



## SUMMARY OF ECONOMIC BENEFITS

Savings would be as follows:

	\$ per year
Consumer	\$ 50,000.
Local Economy	10,000.
Service Agencies	22,000.
Employment	45,000.
	<hr/>
	\$127,000. per year

It should be possible to build the seven miles of road beyond the Great Lakes proposal for approximately \$700,000. This should permit a standard sufficient to allow a passenger truck to travel at 60km/h in summer. In addition, a 150-yard bridge/causeway across Vaughan Channel would be needed, at an estimated cost of \$300,000.

In addition, building the road should save Ontario Hydro approximately \$6,000./mile through reduced right-of-way clearing costs. Thus the net cost of the road is estimated at \$940,000.

Maintenance costs of the proposed road are estimated at \$10,000. per year, and net Economic Benefits are therefore (\$127,000. - \$10,000.) = \$117,000. per year.

It is therefore estimated that in terms of dollars not adjusted for inflation or interest costs, the road would produce its full cost in economic benefits in eight years.

Now let us turn to social considerations, which are equally if not more important.



## SOCIAL EFFECTS

### TRANSPORTATION SAFETY

The Band members foresee that a road would bring a real benefit in terms of transportation safety.

Presently travel is particularly dangerous during break-up and freeze-up, and aircraft and boat transportation are impossible for about two weeks. Sick people cannot be transported to hospital, and community members may be stranded outside their settlement.

Nearly every year for the last decade, the community has lost one or more members in transportation accidents. Weak ice, foul weather summer or winter, losing the way or even running out of gas have all claimed victims in recent years.

Naturally the people of Kejick Bay understand that road travel is not 100% safe either. However, they believe that loss of life and injuries or exposure will be reduced if they travel by road, and if ambulance can reach the community 24 hours a day.



## SERVICES

Another benefit the community foresees is in an expansion of social, commercial and utility services to the three settlements.

As has been mentioned previously, band members feel that the continuing lack of Hydro and telephone service to the community sets them at a disadvantage to their neighbours, reinforcing a sense of being treated as second-class citizens.

The lack of Hydro power is particularly frustrating. As was stated in the first brief the Band made to the Commission, the disturbed bones of our ancestors are a constant reminder of the harsh price they and we paid when Ontario Hydro flooded our lands forty years ago. Although it is not the prime purpose of this brief, we wish to use this opportunity to keep faith with those ancestors and publicly remind Ontario Hydro and its political masters that they still have not rectified this unfeeling disturbance of the bones of the departed. Returning to the road, the community feels it could be more fully served by a number of other agencies; Canada Post being foremost among these.

The major service provides, Indian Affairs and National Health and Welfare, might not necessarily increase the number of their visits, but would surely be able to make longer, more regular and more predictable visits if a road were provided. Conversely, it would be much easier for band leaders and members to schedule visits to service provides in Sioux Lookout.

A substantial number of other agencies make infrequent, irregular or ad hoc visits to the communities at present. A road would encourage them to schedule more visits; to upgrade their level of service and to more consciously include Kejick Bay and its sister communities in their mandate.

Such agencies include;

- Children's Aid
- Northern Affairs
- Citizenship and Culture
- Probation and After Care
- The Patricia Centre.

Commercial services are another class of services that might better serve the community if road access were provided.



## SOCIAL PATTERNS

One major benefit the Band anticipates is a real improvement in the ease of visiting between the Kejick Bay area and Frenchman's Head and Hudson. Band members are as keen as anyone on visiting friends and relatives; road access and vehicles would make this much easier.

Another benefit would be that the Band Council could get together much more easily for meetings; business and administrative contacts between the settlements would be greatly eased and should improve considerably. The ladies of Kejick Bay might object to their menfolk departing for a hockey game at Frenchman's Head, but they would surely demand and get "equal treatment" for their own social events.



## CULTURE

It is not considered that the proposed access road would have a significant impact on the culture of the community.

The road is seen as simply increasing the frequency and devation of contacts with known communities, individuals and organizations. This is in marked contrast to television for example, which provides contact with previously unknown factors.

By easing interaction between the Kejick Bay and Frenchman's Head areas, a road may even have an effect in maintaining the present "cultural continuim" that exists among Lac Seul band members.



## PRIVACY

Indian Bands are in the unique legal position in Canada of being able to legally control access to their Reserves by non-members.

If an access road is built, the Band would want to have some control over access to the reserve. This is not from any desire to avoid contact with residents of neighbouring communities, but rather from a felt need to protect the Band's fishing areas from uncontrolled fishing by tourists. Further, uncontrolled access might lead to illegal on-reserve hunting or trapping by non-band-members.

The Band feels that the legal provisions of the Indian Act, and Provincial regulations governing forest access roads, should give the Band sufficient legal powers to erect and maintain a barrier or barriers, and appropriate signing, to control access both to the community and to the waters of Lac Seul by the proposed road.



## ALCOHOL

Lac Seul is a dry reserve, and many Band members worry that having an access road would lead to more frequent, larger shipments of alcohol to the communities than those which presently evade detection. It would also raise the possibility of non-band-members attempting to make shipments ("bootlegging").

The experience of other communities undoubtedly suggests that there will be more attempts made to bring liquor onto the reserve. However, this does not mean that more liquor will actually enter the reserve. This is because a road is easier to police and observe than are lakes, solid or liquid. Further, since the proposed road is an access rather than a through road, convictions should be much easier to obtain when attempts are made to breach the law.

The problem of alcohol is one that could prove to be a drawback to having a road, and in order to avoid this, an enforcement plan will have to be worked out in advance between Reserve and Provincial Police.



## CONCLUSION

The Lac Seul Band feels that an access road to Whitefish Bay is a necessary and worthwhile investment for the Provincial Government to make.

We further feel that the figures and considerations we have presented provide solid proof of the correctness of this belief.

In presenting this brief to the Royal Commission, we make no apology for concentrating on a single specific issue. Larger questions of economic and natural resource strategies are of course a concern for us; however, we know that many others will present views similar to ours on these questions; and we feel justified in seeking specific, short term horizon improvements to our socio-economic environment.

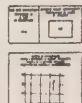
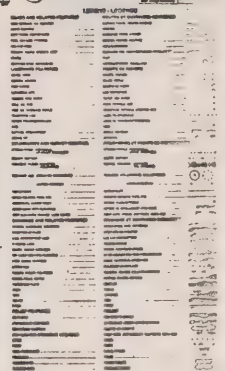
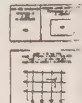
In approaching the Commission on this issue, we hope that the Commission will use its influence with the Provincial government and its Ministries of Northern Affairs, Transportation and Communications and Natural Resources, to ensure that our proposal is given full, early and sympathetic attention.







SECTION 1 40 50

[illegible][illegible]

**STRENGTH** *Strength is the ability to exert force against resistance.*

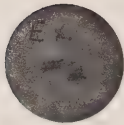
- Endo TMS 20 (1st Sept)
- Tung Alkali
- Control Line & Reference
- Strip Lines: Phosphorus Band
- 1st Str: 1st Phosphorus Band
- 2nd Str: 2nd Phosphorus Band

2025年1月1日  
 2025年1月1日  
 2025年1月1日









REMARKS OF MAYOR T. S. JONES

ON BEHALF OF THE DRYDEN TOWN COUNCIL

HEARING OF THE COMMISSIONER OF THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

SIOUX LOOKOUT, ONTARIO

2 - 3:00 p.m.

NOVEMBER 23, 1982

MR. COMMISSIONER:

WOULD LIKE TO TABLE WITH YOU A COPY OF THE

- BRIEF OF THE TOWN OF DRYDEN COUNCIL WHICH WAS SUBMITTED TO YOU SOME TIME AGO,
- AN EXTRACT FROM BUSINESS WEEK DATED SEPTEMBER 13, 1982
- AN EXTRACT FROM THE FEDERAL HANSARD DATED MAY 31, 1982 AND JUNE 17, 1982.

IN FILING THESE DOCUMENTS, I MAKE THE POINT THAT SINCE YOUR HEARINGS HAVE STARTED, THE MINISTRY OF NATURAL RESOURCES HAVE ISSUED THEIR PLANNING DOCUMENTS AND HELD MANY MEETINGS. THEIR PROPOSED PLANS MUST BE CONSIDERED BY YOU BECAUSE THE MINISTRY INDICATES IT IS GOING TO ACT ON ITS OWN. THE PLANS STAND OUT AS "PLANNER'S DREAMS", UNSUPPORTED BY ANY ECONOMIC DATA AND THEY DEPART FROM THE PRINCIPLES OF MULTIPLE USE OF ONTARIO'S RESOURCES.

IN MY VIEW, BEFORE THE GOVERNMENT OF ONTARIO ACTS ON THE MINISTRY OF NATURAL RESOURCES PLANS, SEVERAL OF WHICH WILL HAVE DISASTROUS EFFECTS ON THE PEOPLE OF THE NORTH - YOUR REPORT SHOULD BE CONSIDERED BY PREMIER DAVIS, HIS CABINET AND THE GOVERNMENT.

NOW, TO THE DOCUMENTS TABLED WITH YOU: -

THE DRYDEN COUNCIL BRIEF STRONGLY RECOMMENDS THAT THE MULTIPLE USE OF ONTARIO FORESTS BE CONTINUED WITH -

- A) ADEQUATE FOREST PROTECTION
- B) ADEQUATE REGENERATION
- C) JOB OPPORTUNITIES
- D) RECREATIONAL USE FOR ALL

NORTHWESTERN ONTARIO PROVIDES THIS NOW AND WILL IN THE FUTURE.



...2/

THE GREATEST EMPHASIS IS THE RECOMMENDATION RE "JOB OPPORTUNITIES". THERE ARE GREAT NATURAL RESOURCES READY TO BE UTILIZED FOR THE BENEFIT OF ALL CITIZENS OF ONTARIO, AND, IN PARTICULAR FOR THE RESIDENTS INCLUDING THE NATIVE POPULATION OF THE AREA NORTH OF THE 50TH PARALLEL. THE GREAT AREA THAT YOU ARE STUDYING IS NOW OPEN FOR RECREATIONAL USE BY ALL. THIS SHOULD CONTINUE. AS VISITORS TO THE AREA INCREASE, ADDITIONAL PARKS CAN BE ESTABLISHED IN AREAS ACCESSIBLE BY ROAD SO THE CITIZENS MAY USE THEM. AT THE SAME TIME, CONSIDERING THAT THE GREATEST POPULATION OF ONTARIO IS SOUTH OF THE FRENCH RIVER, PLANS SHOULD BE CONSIDERED FOR THE DEVELOPMENT OF ADDITIONAL PARKS IN SOUTHERN ONTARIO AND IN THE AREA NORTH OF THE FRENCH RIVER THAT WOULD BE MORE ACCESSIBLE TO THE POPULATION RATHER THAN IN THE REMOTE AREAS OF NORTH-WESTERN ONTARIO.

AS YOU ARE LOOKING AT ALL ASPECTS OF ONTARIO NORTH OF THE 50TH PARALLEL AND THE PEOPLE THEREIN, I BRING TO YOUR ATTENTION THE PARAGRAPH "BEFORE THE TREASURER ALLOCATES LARGE SUMS TO DEVELOP REMOTE PARKS AND WILDERNESS AREAS, THE ONTARIO GOVERNMENT SHOULD ALLOCATE FUNDS FOR THE DEVELOPMENT OF EXTENDED CARE FACILITIES AND IMPROVE FACILITIES TO ALL HOSPITALS IN NORTHERN ONTARIO."

WITH RESPECT TO THE EXTRACT FROM BUSINESS WEEK - SEPTEMBER 13, 1982 - THE BOOK "PROGRESS AND PRIVILEGE" BY WILLIAM TUCKER STATES "WILDERNESS DESIGNATIONS, FOR EXAMPLE, CREATE "ESSENTIALLY PARKS FOR THE UPPER-MIDDLE CLASS. THEY ARE VACATION RESERVES FOR PEOPLE WHO WANT TO ROUGH IT - WITH THE ASSURANCE THAT FEW OTHER PEOPLE WILL HAVE THE TIME, ENERGY, OR MEANS TO FOLLOW THEM INTO THE SOLITUDE".

WITH REFERENCE TO THE THIRD EXHIBIT, MR. KEITH PENNER HAS BEEN CHAIRMAN OF A STANDING COMMITTEE ON INDIAN AFFAIRS AND NORTHERN DEVELOPMENT FOR THE HOUSE OF COMMONS AND HIS REPORT ABOUT NATIVE PEOPLE DESERVES YOUR ATTENTION IN REGARD TO THE NATIVE PEOPLE LOCATED IN ONTARIO, NORTH OF THE 50TH PARALLEL.

HAVING FILED THESE DOCUMENTS FOR YOUR PERUSAL I WOULD LIKE TO MAKE A SIMPLE STATEMENT OF MY BELIEF IN THIS VERY IMPORTANT SUBJECT THAT YOU ARE TO MAKE A REPORT ON. AT THIS LATE DATE IN THE COMMISSION'S HISTORY, I DO NOT THINK THAT YOU WISH TO HEAR AGAIN OPINIONS AND INFORMATION THAT HAS ALREADY BEEN GIVEN TO YOU AND DOCUMENTED.



WHETHER YOU LIKE IT OR NOT AND WHETHER THE REPORT, WHEN PRESENTED IS CONSIDERED GOOD, BAD OR INDIFFERENT, IT WILL BE TERMED "THE FAHLGREN REPORT". YOU ARE THE SOLE COMMISSIONER AND YOU ARE GOING TO BE THE AUTHOR OF THE REPORT.

DURING YOUR TENURE AS COMMISSIONER YOU HAVE HAD HEARINGS ACROSS THE PROVINCE AND YOU'VE HEARD FROM MANY, MANY GROUPS. YOUR DEDICATION TO THIS VERY IMPORTANT TASK IS COMMENDABLE AND I AM SURE THAT I SPEAK FOR MANY, MANY PEOPLE THAT KNOW ED FAHLGREN - THAT YOU HAVE DILIGENTLY STUDIED, DIGESTED AND DRAWN SOME CONCLUSIONS FROM THE MASS OF EVIDENCE AND DOCUMENTS PRESENTED TO YOU. WHAT WE DO WISH TO SAY TO YOU AT THIS TIME IS THAT, AND I THINK I SPEAK FOR THE PEOPLE OF NORTHWESTERN ONTARIO, YOU MAKE A POSITIVE STATEMENT BASED ON YOUR LONG EXPERIENCE IN THE NORTH COUPLED WITH THE EXPERIENCE THAT YOU HAVE NOW HAD AS COMMISSIONER AND TELL US WHAT "EDDIE FAHLGREN BELIEVES".

I DO NOT THINK PEOPLE WANT ANOTHER LARGE REPORT SUPPORTED BY VARIOUS APPENDICES SO VOLUMINOUS THAT PEOPLE WILL NOT READ IT. SUCH A REPORT WILL GO THE WAY MOST COMMISSION REPORTS GO - IF WE GO BY THE HISTORY OF THE PAST - AND BE STOCK PILED ON LIBRARY SHELVES.

I BELIEVE THAT IF EDDIE FAHLGREN, AS COMMISSIONER FAHLGREN, MAKES A CONCISE STATEMENT OF HIS VIEW AND RECOMMENDATIONS THEN PEOPLE WILL READ, UNDERSTAND AND RESPECT YOUR VIEWS. IT WILL BE A MOST VALUABLE DOCUMENT.

WHATEVER REPORT YOU MAKE IS NOT GOING TO MEET WITH FAVOUR FROM ALL "USER GROUPS". I DO NOT BELIEVE THAT MANY PEOPLE IN THE LARGELY POPULATED AREAS OF SOUTHERN ONTARIO UNDERSTAND THE CONTRIBUTION OF THE NORTHERN RESOURCES TO THEIR WELL BEING AND STANDARD OF LIVING. I DO NOT THINK THAT THE MAJORITY OF PEOPLE IN THE SOUTH, AND MANY IN THE NORTH, APPRECIATE THE PROBLEMS OF OUR NATIVE PEOPLE IN THEIR ENDEAVOURS TO KEEP THEIR CULTURE AND AT THE SAME TIME BECOME SELF-SUPPORTING CITIZENS OF CANADA. BY YOUR EXPERIENCES AND YOUR ALMOST TOTAL LIFE IN THE NORTH, YOU KNOW WHAT I AM TALKING ABOUT. I'M SURE YOU HAVE SOME RECOMMENDATIONS TO MAKE THAT WILL ENABLE OUR NATIVE PEOPLE, AS WELL AS THE OTHER RESIDENTS OF NORTHERN ONTARIO, WHO WORK, LOVE AND ENJOY THIS GREAT PART OF THE PROVINCE WITH ITS FOUR SEASONS, ITS VARIED CLIMATE, NATURAL RESOURCES, GREAT DISTANCES AND RESULTANT COMMUNICATIONS PROBLEMS, TO ACHIEVE THEIR AIMS AND OBJECTIVES.



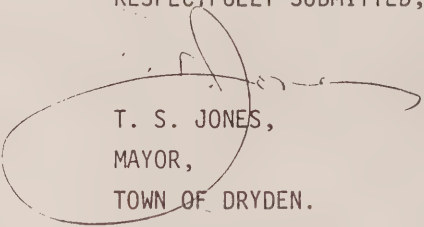
.../4

I BELIEVE MOST OF US WHO LIVE HERE LOOK TO THE DEVELOPMENT OF THE NORTH TO BE BENEFICIAL TO THE CONTINUED PROGRESS OF OUR PEOPLE.

CREATING HUGE WILDERNESS PARKS IS NOT THE ANSWER TO ANY OF THESE PROBLEMS. THE ANSWER IS TO ENCOURAGE DEVELOPMENT UNDER TODAY'S STANDARDS OF POLLUTION CONTROL AND TODAY'S STANDARD OF SOCIAL RESPONSIBILITY. I SUGGEST THERE IS A GREAT CHALLENGE BEFORE THE GOVERNMENT OF ONTARIO AND A GREAT OPPORTUNITY TO HELP SOLVE SOME OF THE PROBLEMS WHICH ARE FACING NORTHERNER'S AND PARTICULARLY NATIVE PEOPLE.

I COMMEND YOU FOR YOUR WORK. I TRUST THAT THESE WORDS OF ADVICE WHICH ARE GIVEN SINCERELY WILL NOT BE TREATED LIGHTLY AND I WISH YOU WELL IN YOUR ENDEAVOURS.

RESPECTFULLY SUBMITTED,



T. S. JONES,  
MAYOR,  
TOWN OF DRYDEN.



## REPORT TO THE HOUSE

Tuesday, June 1, 1982

The Standing Committee on Indian Affairs and Northern Development has the honour to present its

## FIFTH REPORT

(1) In relation to its Order of Reference dated Tuesday, February 23, 1982 regarding the Main Estimates for the fiscal year ending March 31, 1983, your Committee has heard an extensive number of witnesses and received a large number of briefs and submissions. In the course of its deliberations, your Committee heard a number of serious representations and allegations that it feels should be brought to the attention of the House and the Minister of Indian Affairs and Northern Development for immediate action.

## MOHAWK COUNCIL OF KAHNAWAKE

(2) Your Committee was concerned by the statement of the Mohawk Council of Kahnawake that funding for their native police force was to be terminated by the Department of Indian Affairs and Northern Development, due to the Band's refusal to comply with the requirements of the Quebec Police Act. Your Committee also heard evidence that the Council is using its own band funds to extend water and sewage facilities throughout its reserve, contrary to promises reported to have been made to them during the construction of the St. Lawrence Seaway.

(3) In response to these complaints, your Committee urges the Minister to cooperate with all Indian bands and/or councils who wish to establish their own police forces on their reserves. Your Committee further recommends that the Minister, in consultation with Indian bands and/or councils, work to determine a set of basic minimum standards relating to community infrastructure. To this end, it is suggested that a special capital fund be created to meet, on a priority basis, the infrastructure needs of those Indian communities which are obviously below these minimum standards.

## CONNE RIVER INDIAN BAND

(4) Your Committee was distressed by the testimony of the Conne River Indians who, for many years, along with other Newfoundland Indians, have sought to be registered, without success, despite having met all the criteria of the Department of Indian Affairs and Northern Development. Your Committee regrets that long delay in resolving the issue of registration of Indians in Newfoundland and urges immediate action by the Government of Canada.

(5) Furthermore, as regards the "Canada-Newfoundland-Native Peoples of Conner River Agreement", your Committee requests that the Department of Indian Affairs and Northern Development accelerate its initiative to settle the dispute with the Government of Newfoundland, which has thus far prevented funds from flowing to the Conne River Indians in this fiscal year.

## RAPPORT À LA CHAMBRE

Le mardi 2 juin 1982

Le Comité permanent des affaires indiennes et du développement du Nord canadien a l'honneur de présenter son

## CINQUIÈME RAPPORT

(1) Conformément à son Ordre de renvoi du mardi 23 février 1982, concernant le Budget principal des dépenses pour l'année financière se terminant le 31 mars 1983, votre Comité a entendu un très grand nombre de témoins et reçu de nombreux mémoires. Au cours de ses délibérations, beaucoup de ces témoins ont fait état de situations et d'allégations que votre Comité estime de son devoir de porter à l'attention de la Chambre des communes et du ministre des Affaires indiennes et du Nord canadien afin que des mesures soient immédiatement adoptées.

## CONSEIL MOHAWK DE KAHNAWAKE

(2) Votre Comité s'inquiétait du fait que le Conseil mohawk de Kahnawake a déclaré que le ministère des Affaires indiennes et du Nord canadien devait annuler les fonds destinés à sa force policière autochtone, la bande ayant refusé de se conformer aux exigences de la Loi de la police du Québec. Votre Comité a également entendu des témoignages selon lesquels le Conseil emploi ses propres fonds destinés à la bande pour prolonger ses installations d'eau et d'égout sur sa réserve, contrairement aux promesses qui lui auraient été faites pendant la construction de la voie maritime du Saint-Laurent.

(3) Tenant compte de ces plaintes, votre Comité prie instamment le ministre de collaborer avec toutes les bandes et (ou) les conseils indiens désireux d'instituer leurs propres forces policières sur leurs réserves. Votre Comité recommande en outre que le ministre, avec la consultation des bandes et (ou) des conseils indiens, tente d'établir un ensemble de normes fondamentales applicables à l'infrastructure de ces collectivités. A cette fin, il est proposé de créer un fonds spécial destiné à répondre en priorité aux besoins des collectivités indiennes dont l'infrastructure n'atteint manifestement pas ces normes minimales.

## BANDE INDIENNE DE CONNE RIVER

(4) Votre Comité a été affligé d'entendre les témoignages des Indiens de Conne River qui, pendant de nombreuses années, avec d'autres Indiens de Terre-Neuve, ont tenté sans succès d'être instruits, bien qu'ils aient répondu à tous les critères établis par le ministère des Affaires indiennes et du Nord canadien. Votre Comité regrette que la question concernant l'inscription des Indiens de Terre-Neuve tarde tant à être réglée et exhorte le gouvernement du Canada à prendre immédiatement des mesures à cet égard.

(5) En outre, en ce qui concerne l'Accord Canada Terre-Neuve—Autochtones de Conne River, votre Comité demande que le ministère des Affaires indiennes et du Nord Canadien se hâte de régler les différends l'opposant au gouvernement de Terre-Neuve, qui jusqu'ici, empêchent les fonds prévus pour l'année financière en cours de parvenir aux Indiens de Conne River.



(6) Some members of the Committee question the legality of the payments being made to the Government of Newfoundland for cost-shared services to native people in that province, arguing in Committee that expenditures of the Department of Indian Affairs and Northern Development are exclusively for registered Indians in Canada.

#### FORT NELSON INDIAN BAND

(7) Your Committee was interested in the representations made by the Fort Nelson Indian Band calling for a change in legislation to permit Indian bands to invest their own capital funds as they see fit, in instruments bearing current commercial rates, rather than the present practice of basing interest rates on those of long-term government bonds. Your Committee suggests that the Minister, in consultation with Indian people, establish mutually acceptable arrangements regarding the management of these funds. In the meantime, it is recommended that the Minister's trust responsibility with regard to capital accounts be exercised in such a manner as to protect these funds against the erosion of inflation.

#### UNION OF NEW BRUNSWICK INDIANS

(8) The testimony of the Union of the New Brunswick Indians described a level of deprivation among their bands well below the poverty line, due to insufficient funds and the unresponsive attitude demonstrated by some local departmental officials. The evidence indicated inadequate housing, water and sewage facilities. It was revealed, as well, that children often go to school hungry. Your Committee urges greater effort by the Department, in consultation with local band authorities, to alleviate these disparities (see No. 3 above).

#### BRITISH COLUMBIA REGION

(9) In its hearings during two days in Vancouver your Committee heard numerous criticisms about the funding and management operations of the regional and district offices in British Columbia. The testimony of the witnesses, who represented a cross-section of Indian bands and organizations throughout the province, revealed several recurring themes:

- (a) departmental operating and management costs are extraordinarily high;
- (b) the Department of Indian Affairs and Northern Development prevents Indians from determining their own priorities;
- (c) departmental officials fail to consult adequately with Indians in the region and district managers dominate Indian bands;
- (d) current departmental programs are failing;
- (e) the Department, in the development and application of its programs, ignores existing diversities among Indian bands in the various parts of the province;

(6) Certains membres du Comité mettent en doute la légalité des paiements versés au gouvernement de Terre-Neuve à l'égard des services assurés aux autochtones de la province aux termes des ententes sur le partage des frais, soutenant que les débours du ministère des Affaires indiennes et du Nord canadien vont exclusivement aux Indiens inscrits du Canada.

#### BANDE INDIENNE DE FORT NELSON

(7) Votre Comité s'est intéressé aux démarches de la bande de Fort Nelson pour que soit apportée à la loi une modification permettant aux bandes indiennes d'investir leurs propres fonds d'immobilisation à leur convenance, dans des effets productifs d'intérêts en vigueur actuellement sur le marché, au lieu de se conformer à la pratique actuelle qui consiste à baser les taux d'intérêt sur ceux des obligations à long terme du gouvernement. Votre Comité suggère que le ministre, avec la consultation de la population indienne, prenne des arrangements acceptables de part et d'autre concernant la gestion de ces fonds. Entre-temps, il est recommandé que la responsabilité fiduciaire du ministre à l'égard des comptes en capital soit exercée de façon à protéger ces fonds contre l'érosion causée par l'inflation.

#### UNION DES INDIENS DU NOUVEAU-BRUNSWICK

(8) Les témoignages de l'Union des Indiens du Nouveau-Brunswick ont fait état dans ses bandes d'un niveau de privation bien au-dessous du seuil de pauvreté, et ce, à cause de fonds insuffisants et de l'indifférence manifestée par certains représentants du ministère travaillant sur place. Il a également été révélé que souvent, des enfants se rendent à l'école le ventre creux. Votre Comité exhorte le ministère, avec la consultation des administrations locales des bandes, à déployer plus d'efforts pour diminuer ces disparités (voir le no 3 mentionné plus haut).

#### RÉGION DE LA COLOMBIE-BRITANNIQUE

(9) Au cours des auditions qu'il a tenues pendant deux jours à Vancouver, votre Comité a entendu une foule de critiques contre les activités de financement et de gestion des bureaux régionaux et des bureaux de district de la Colombie-Britannique. Dans les dépositions des témoins, qui représentent un échantillon des bandes et des organismes indiens de la province, de nombreux thèmes se sont répétés:

- a) les frais d'exploitation et d'administration du ministère sont beaucoup trop élevés;
- b) le ministère des Affaires indiennes et du Nord canadien empêche les Indiens de déterminer leurs propres priorités;
- c) les représentants du ministère négligent de consulter adéquatement les Indiens de la région, et les directeurs des bureaux de district ont la mainmise sur les bandes indiennes;
- d) les programmes actuels du ministère ne donnent pas les résultats voulus;
- e) dans l'élaboration et l'application de ses programmes, le ministère ne tient pas compte des diversités qui existent entre les bandes indiennes des différentes parties de la province;



(f) approval of the budgets of Indian bands is frequently delayed, resulting in wasteful interest charges being incurred by the affected bands. Further, it was alleged that funds are being disproportionately allocated;

(g) departmental welfare services are below the provincial level;

(h) the Department fails to provide guidelines, or an adequate delineation of its financial responsibilities, in relation to those of the bands;

(i) the "Master Tuition Agreement" with the Province of British Columbia, costing some \$3,000 per child/per year, fails to meet its objective;

(j) while the estimates show an increase in the region's administrative costs, band budgets have not been proportionately augmented; and,

(k) economic development policies leading Indian bands to establish themselves as corporate entities erode their Indian status.

(10) Consequently, in accordance with the recommendations made by several Indian witnesses in British Columbia, and other witnesses during the year, your Committee requests that the Government of Canada take steps to further reduce the size of the Department of Indians Affairs and Northern Development and transfer more responsibilities, monies and person/years to the Indian bands and organizations so they can have a larger role in running their own affairs.

(11) The members of the Committee further recommend an independent inquiry, specifically with regard to all activities carried out by the regional office in conjunction with Indian band members and officials of the Westbank Indian Band in British Columbia, as well as all other governmental economic development ventures affecting Indian people in the British Columbia Region.

#### JAMES BAY AND NORTHERN QUEBEC AGREEMENT

(12) Recalling your Committee's earlier report to the Minister respecting the implementation of the James Bay and Northern Quebec Agreement, your Committee is dismayed by the delay of the federal Cabinet in reaching a just decision based on the recommendations of the Department's review, providing for adequate funding according to the terms and conditions of the Agreement.

(13) Your Committee feels compelled to report to the House that the Minister has again failed to comply with a statutory requirement contained in the James Bay and Northern Quebec Native Claims Settlement Act, to report to Parliament on the progress of implementing this Agreement, "... within sixty days after the first day of January of every year ...".

f) l'approbation des budgets des bandes indiennes est souvent retardée, imposant des taux d'intérêt inutiles aux bandes touchées. En outre, il a été allégué que les fonds sont affectés de façon disproportionnée;

g) les services de bien-être du ministère sont inférieurs à ceux qui sont offerts sur le plan provincial;

h) le ministère néglige d'établir des lignes directrices ou de délimiter adéquatement ses responsabilités financières par rapport à celles des bandes;

i) l'entente sur les frais d'éducation conclue avec la Colombie-Britannique, coûtant quelque 3 000 \$ par enfant chaque année, n'atteint pas son objectif;

j) bien que le Budget indique que les frais d'administration de la région ont augmentés, les budgets des bandes n'ont pas été augmentés en conséquence; et

k) les politiques de développement économique qui ont amené les bandes à se constituer en sociétés minent leur statut d'Indien.

(10) Par conséquent, conformément aux recommandations formulées par plusieurs témoins indiens de la Colombie-Britannique et d'autres témoins au cours de l'année, votre Comité demande que le gouvernement du Canada prenne les mesures nécessaires pour réduire davantage la taille du ministère des Affaires indiennes et du Nord canadien et pour transférer davantage de responsabilités, de crédits et d'année-personnes de ce dernier aux bandes et organismes indiens, afin qu'ils puissent jouer un plus grand rôle dans l'administration de leurs affaires.

(11) Les membres du Comité recommandent en outre la tenue d'une enquête indépendante, précisément à l'égard de toutes activités dans lesquelles s'engage le bureau régional avec le concert de membres et de dirigeants de la bande indienne de Westbank (Colombie-Britannique), de même que toutes autres entreprises du gouvernement rattachées au développement économique qui touchent la population indienne de la région de la Colombie-Britannique.

#### CONVENTION DE LA BAIE JAMES ET DU NORD QUÉBÉCOIS

(12) Évoquant le rapport qu'il a transmis plus tôt au ministre concernant la mise en oeuvre de la Convention de la Baie James et du Nord québécois, votre Comité est consterné par la lenteur du Cabinet fédéral à parvenir à une décision équitable fondée sur les recommandations de l'étude du ministère, prévoyant des fonds suffisants, conformément aux modalités de la Convention.

(13) Votre Comité se sent dans l'obligation de signaler à la Chambre que le ministre a encore une fois négligé de se conformer à une exigence statutaire de la Loi sur le règlement des revendications des autochtones de la Baie James et du Nord québécois, voulant qu'il fasse rapport au Parlement sur les progrès de la mise en oeuvre de ladite Convention, «... dans les soixante jours qui suivent le 1<sup>er</sup> janvier de chaque année...»



**NORTHERN CANADA POWER COMMISSION**

(14) Your Committee notes with satisfaction that the report of its Sub-committee on the Northern Canada Power Commission has been received with near unanimous approval north of 60°. Your Committee urges the Government of Canada to implement its recommendations without delay, as is being advocated by the Governments of the territories.

**NATIONAL INDIAN VETERANS ASSOCIATION**

(15) Your Committee heard with regret of the inequitable treatment of Indian war veterans. Your Committee urges that the Department of Indian Affairs and Northern Development, in conjunction with other departments concerned, extend adequate research funding to the National Indian Veterans Association to alleviate shortcomings in the treatment of Canadian Indian veterans.

**SPECIAL REFERENCE**

(16) Given the numerous recurring and urgent problems that have been brought to its attention, some of which are noted above, your Committee requests a special reference from the House of Commons to examine the Government of Canada's total financial and other relationships with Indian and Inuit people.

A copy of the relevant Minutes of Proceedings and Evidence (*Issues Nos. 36 to 39 and 41 to 56 inclusive*) is tabled.

Respectfully submitted.

**COMMISSION D'ÉNERGIE DU NORD CANADIEN**

(14) Votre Comité est heureux de remarquer que le rapport de son sous-comité sur la Commission d'énergie du Nord canadien a été approuvé presque à l'unanimité au nord du 60° parallèle. Votre Comité exhorte le gouvernement du Canada à appliquer ses recommandations sans tarder, comme le préconisent les administrations des territoires.

**ASSOCIATION NATIONALE DES ANCIENS COMBATTANTS INDIENS**

(15) C'est avec regret que votre Comité a entendu des témoignages concernant le traitement inéquitable des anciens combattants indiens. Votre Comité exhorte le ministère des Affaires indiennes et du Nord canadien, avec la collaboration d'autres ministères intéressés, d'accorder à l'Association nationale des anciens combattants indiens suffisamment de fonds de recherches pour qu'elle puisse atténuer les lacunes qui existent en ce qui concerne le traitement des anciens combattants indiens.

**MANDAT SPÉCIAL**

(16) Compte tenu des nombreux problèmes continuels qui lui ont été signalés, et dont certains sont mentionnés plus haut, votre Comité demande à la Chambre des communes de lui confier un mandat spécial afin qu'il examine toutes les relations financières et autres qui existent entre le gouvernement du Canada et la population indienne et inuit.

Un exemplaire des procès-verbaux et témoignages s'y rapportant (*fascicules nos 36 à 39 et 41 à 56 inclusivement*) est déposé.

Respectueusement soumis,

*Le président*

KEITH PENNER

*Chairman*



in terms of what he feels I should do as the Minister of Indian Affairs and Northern Development vis-à-vis looking behind the activities of a chief and band council when they wish to take some action with reference to the affairs on their reserve. Should I go in and second guess them, as the hon. member suggests, and examine what they are doing with reference to the decision-making exercise? Does the hon. member find any inconsistency in that approach compared with what some of his colleagues said earlier about the deplorable type of paternalism which is being exhibited by the minister in the department, which, they say, should cease? I just wonder if the hon. member sees any contradiction there?

Mr. King: Mr. Speaker, I think I pointed to a certain inconsistency in my speech. I said I did not think there was room for interference in the day to day responsible decisions made by individual band authorities, but that there had to be an overview responsibility on the part of the minister. When things get out of hand—as they are out of hand with respect to the Westbank Indian Band area—someone has to take responsibility, and I suggest it is the minister who has that responsibility. Again, I am not asking for action, and neither are the people involved. They are asking for a forum in which they can speak to departmental officials. They would like to speak to the minister, but that is not always possible, in view of the minister's busy circumstances. However, there are officials who could provide that forum. If I understand the minister's decision correctly, I am pleased to note that that forum will be provided. That is all that is being requested.

Mr. Keith Penner (Cochrane-Superior): Mr. Speaker, it is just a little unsettling to begin a speech when one is aware that at any moment there will be a knock at the door, so I will avoid getting into the heart of my speech.

Let me begin by saying a word about the operation of the Standing Committee on Indian Affairs and Northern Development. It has been said by other hon. members that this is not a highly partisan committee. It is made up of Members of Parliament from the three political parties, but these members have been able to work together very effectively and concentrate on areas which concern them all very deeply. This is the tradition of the Standing Committee on Indian Affairs and Northern Development. At the moment I have the privilege to be the chairman of that committee, but the tradition of being concerned about the issues and the testimony brought before that committee was established long ago. It was carried on by my predecessor, for example, the hon. member for Châteauguay (Mr. Watson), who still serves on the committee, and also by the hon. member for Prince George-Peace River (Mr. Oberle), who ably chaired that committee during the administration of the Conservative government.

Your guest has arrived, Mr. Speaker.

### Supply

### MESSAGE FROM THE SENATE

Mr. Deputy Speaker: I have the honour to inform the House that a message has been received from the Senate informing this House that the Senate has passed Bill C-117, to amend the Criminal Code, without amendment.

### THE ROYAL ASSENT

#### [Translation]

A message was delivered by the Gentleman Usher of the Black Rod as follows:

Mr. Speaker, the Hon. Deputy to the Governor General desires the immediate attendance of this hon. House in the Chamber of the hon. the Senate.

Accordingly, Mr. Deputy Speaker with the House went up to the Senate chamber.

#### [English]

And being returned:

Mr. Deputy Speaker: I have the honour to inform the House that when the House did attend His Honour the Deputy His Excellency the Governor General in the Senate Chamber, His Honour was pleased to give in Her Majesty's name the Royal Assent to the following bills:

Bill C-111, an Act to provide supplementary borrowing authority—Chapter 98;

Bill C-117, an Act to amend the Criminal Code—Chapter 99.

#### [Translation]

It being six o'clock, I do now leave the chair until eight o'clock this evening.

At six o'clock the House took recess.

### AFTER RECESS

The House resumed at 8 p.m.

### GOVERNMENT ORDERS

#### [English]

#### BUSINESS OF SUPPLY

ALLOTTED DAY, S.O. 58—CANADA'S ABORIGINAL PEOPLES

The House resumed consideration of the motion of Mr. Schellenberger:

That this House condemns the Government, and in particular, the Minister of Indian Affairs and Northern Development, for its failure to meet any of the objectives for which the Government continues to seek authority to spend in excess of one billion dollars in this fiscal year on behalf of Canada's Aboriginal



*Supply*

Peoples, for its tolerance of the miserable conditions existing in native communities throughout Canada which are of a standard vastly inferior to those found in most Third World Countries, for the Minister's failure to exercise his obligatory trust responsibility, and for the Minister's contempt of Parliament as manifested by his deliberate refusal to comply with the statutory obligations which legally require him to report to the House on the progress of the implementation of the James Bay Agreement.

Mr. Penner: Mr. Speaker, when I began my speech a few minutes before six o'clock I was expressing a word of tribute to the hard-working and dedicated Members of Parliament who serve on the Standing Committee on Indian Affairs and Northern Development. They come from all three parties, and without exception they serve on this committee with the very best of motives. They understand and care about the issues and concerns brought before us. This is not a committee which can be manipulated or used by anyone.

Some hon. Members: Hear, hear!

Mr. Penner: This committee is not a tool of the government or the opposition, nor is it a tool of any one Indian organization or group of organizations. The members of this committee are more than sympathetically disposed to the aboriginal peoples of Canada, but we make our own objective evaluation of matters we should pursue and issues into which we should inquire. Let me say parenthetically that I hope that before this Parliament has concluded its work there will be very significant reform of our committee system.

Some hon. Members: Hear, hear!

Mr. Penner: But within the limits imposed upon all committees we have shown ourselves to be determined and independently minded. There may be, Mr. Speaker, committees of this House which are as good, but I doubt there is a committee which is any better.

The Committee on Indian Affairs and Northern Development now has a national constituency of aboriginal peoples because it was a forum in which they can receive a fair, open and sympathetic hearing, and from which positive action can result. We can and do respond. For example, consider the case of the James Bay and Northern Quebec Agreement. Last year the committee heard telling testimony of the failure of two governments, Canada's and Quebec's, to implement fairly the terms of this major historic agreement. It is futile here and now to argue whether strict legal obligations were or were not met; but clearly there was a failure to implement the spirit of the agreement. The Minister of Indian Affairs and Northern Development (Mr. Munro) concurred in this conclusion. He, of course, was not the minister who either negotiated or signed the agreement, but his concern over this failure, in my view, merits full recognition. The minister agreed there were shortcomings, and he did something about them. He assigned senior officials to examine the problem in depth and prepare a report. In addition, he went to the communities of James Bay in the company of the committee chairman and the local Member of Parliament, the hon. member for Abitibi (Mr. Gingras), who also serves as the vice chairman of the committee. He saw for himself what the conditions were, and the disappointments in

this area where the agreement was supposed to have brought a new day.

In preparing the report I mentioned there were consultations with the James Bay Cree and the Northern Quebec Inuit, and finally the so-called Tait report emerged with recommendations which are now awaiting cabinet approval. The James Bay Cree and the Northern Quebec Inuit are anxious to know what moneys will be provided to fairly, decently and fully carry out the provisions of this historic agreement. It is most important in my mind and in the minds of all members of the standing committee that this cabinet decision be announced soon.

The standing committee, in its fifth report, Item No. 12, stated:

• (2010)

Recalling your committee's earlier report to the minister respecting the implementation of the James Bay and northern Quebec agreement, your committee is dismayed by the delay of the federal cabinet in reaching a just decision based on the recommendations of the department's review, providing for adequate funding according to the terms and conditions of the agreement.

We, on the committee, are anxious to see a fair and just settlement of this agreement for its own sake, but also because we know that it will have a significant effect on other land claims negotiations. There are important lessons to be learned from the James Bay agreement. Those who settle future claims will want to be assured of an adequate and workable implementation process. They will want to know that there are sufficient moneys to carry out the commitments expressed in these agreements or settlements. The comprehensive claims under negotiation north of 60 will require substantial sums of money. One way to ensure that these moneys are available would be to set aside a share of northern resource revenues in a trust fund for the future settlement of the very large comprehensive claims. This approach, among others, requires careful examination.

The motion of my friend, the hon. member for Wetaskiwin (Mr. Schellenberger) mentions the miserable conditions that exist in native communities across Canada. The government acknowledges that these conditions do exist and they are serious. The progress made in alleviating these conditions has been dismally slow. Today in Canada there are 300,000 Indian people in 573 bands. About 65 per cent of the Indian population is located in rural or remote communities. It is true that expenditures such as this year's commitment of \$1 billion have, to some extent, improved Indian living conditions in material ways.

Those of us who have Indian reserves in our constituencies know that there have been some improvements. Housing has improved somewhat. Water and other community services are better and more plentiful. Health care and social services are more accessible to those in need. But in saying that, we must also be cognizant of the fact that the standard of living of the people of Canada as a whole has improved at an accelerated rate, and the gap between national standards and those of Indian people has not narrowed. For example, the life expectancy among Indian people is ten years less than the national average. There are more violent deaths and suicides among



Indian people. The number of Indian people on social assistance has increased.

Many of these conditions are described in a 1980 department of Indian affairs study entitled "Indian Conditions: A survey". In the area of housing, which has been of great concern to the standing committee, the study indicated that there was a backlog of 11,000 new houses. The study also stated that an additional 9,000 houses were desperately in need of repair. Last fall in a discussion paper on Indian housing, the department expressed the need for the same number of new houses, that is 11,000, but the number of houses needing renovation has also risen to 11,000. At the present time, one in every three Indian families lives in unacceptably crowded conditions.

Why do these conditions exist? I am sure a long list of reasons could be given, but they exist partly because there is a lack of an independent economic base in many Indian communities. That is so because so many of these communities are located in isolated and remote regions of this country. What of Social Assistance? Much of that \$1 billion is directed toward social assistance, but Social assistance is both a blessing and a curse. It provides for life's necessities, that is true, but at the same time it reinforces a sense of dependency. The Indian people do not like that sense of dependency any more than any other person in this country who does not want to be dependent upon someone else, on handouts, or to be beholden to the government for his or her wellbeing and existence.

Constitutionally, it is now recognized that there are aboriginal rights. The treaties are one expression of the unique relationship Indian people have with the Government of Canada. That relationship needs to be defined, it needs to be expanded. Our new Constitution calls for this to be done on a priority basis. I hope the aboriginal people of Canada will not be disappointed in the result of that endeavour because the Government of Canada has obligations to meet and grievances to settle.

I have already referred to the comprehensive claims north of 60. There are the specific claims in the provinces which result from a long list of treaty violations. There is also the obligation to foster economic development and to restore self reliance among Indian people. The latter calls for us to work with Indian leaders toward the establishment of effective Indian government for Indian people within the context of the Canadian confederation. I agree entirely with the hon. member for Prince George-Peace River when he said we are not talking here about a state within a state. We are talking about Indian government for Indian people within the context of the Canadian confederation. But we seem at times to be moving at a snail's pace, and the impatience with this slow progress is growing. The time is now for what the Chinese people once referred to in their development as a great leap forward. That is what we need, a great leap forward in the area of government-Indian relations in Canada.

A few years ago I was reading an interesting book by Theodore H. White entitled "In Search of History". Incidentally Ted White is an author and a newspaperman who made

### Supply

his reputation by doing an in-depth analysis of U.S. presidential elections. In the final chapter of White's book "In Search of History", he dealt with the administration of John F. Kennedy. The chapter is entitled "Camelot". I was struck by White's description of the manner in which President Kennedy advanced the cause of civil rights in the United States.

In 1963, President Kennedy announced to the American people that he had drafted a new civil rights bill. His speech to the nation had a single message: the need of new laws for new times. According to White, that legislation carried the concept of civil rights light years forward. The civil rights bill which became law in 1964 was revolutionary in a legislative and social sense.

In Canada, our relationship with our aboriginal peoples needs a similar momentum, that is, a great leap forward. We need to move light years ahead, even to be revolutionary. Instead, from our observations in the standing committee where a lot of frustration and impatience is absorbed from those who appear before us, we seem to be moving with reluctance and lethargy; without courage, imagination and vision. Our approach to Indian people and our relationship with them as a government, as we all know, has evolved from one of internal colonialism to attempted, but failed, assimilation, to the now cautious uncertain recognition that some form of limited, prescribed self-government must be accepted. In the past, giving Indian people special status and having them settle on specific land areas known as reserves really derived from a perceived need to protect Indians and Indian lands from exploitation by non-Indians. That was the motivation. It had nothing whatsoever to do with an understanding of, or a respect for, the treaties. In fact, it was nothing more than a policy of internal colonialism.

• (2020)

In 1969 the policy which had been with us for so long was changed, and the much-heralded white paper on Indian policy was tabled in the House. In case hon. members do not know or do not remember, I remind them that politicians from all political parties thought that the paper represented very significant progress. The spokesmen for each political party, if hon. members check the record of *Hansard*, thought that it was a step forward.

Mr. Blaikie: We will look.

Mr. Penner: Please do.

Mr. Manly: We have learned since then.

Mr. Penner: Hon. members opposite have learned and we have learned, but let me remind my hon. friends how we have learned. We should not pat ourselves on the back. We learned because the Indian people themselves perceived that this was a policy of assimilation which meant for them cultural genocide.

Over the past several years self-government has emerged as a pivotal concern in the quest by Canada's Indian peoples for a redefined role within confederation. For them self-government is inextricably linked to the achievement of self-determination



*Supply*

and the preservation of their cultural heritage. Increased political activity by Indian associations has forced federal officials to move Indian policy a little more in line with actual political, economical and social development of many Indians in Canada. But, according to a recent study, the bringing of Indian policies more in line with current development has been espoused in order to head off larger and more intense challenges in the future. There is something of a stalling tactic involved here.

These new uncharted waters to which I have referred are being avoided because it is known that additional moneys will need to be appropriated. When we have a large and growing federal deficit, that is not a very appealing idea. It may require the reallocation of funds and resources within government, and we all know the kinds of difficulties which that can create. What would happen to the present control mechanism operated by the department? How could accountability be assured? My committee believes that we should confront these issues squarely, not run away from them or hide. Therefore, we requested in our famous fifth report a special reference from Parliament to examine the total financial and other relationships of the Government of Canada with Indian and Inuit people. It is my conviction that the committee, if given this responsibility, could very greatly assist the government by indicating what the desirable goals are and what new directions we must follow in order to get there.

All the wisdom in the world does not reside with our public officials.

The Acting Speaker (Mr. Blaker): Order, please. I regret to interrupt the hon. member but I have already extended to him the grace of a couple of extra minutes. Perhaps the hon. member might seek the unanimous consent of the House to continue. Is that agreed?

Some hon. Members: Agreed.

The Acting Speaker (Mr. Blaker): I assume the hon. member would recognize that he has unanimous consent to continue for one or two minutes.

Mr. Penner: I appreciate the graciousness of the House in giving me a few more minutes to conclude.

As I was saying, those of us who have dialogued with Indian people for many years could, given the time and with thoughtful consultation, offer some acceptable and exciting new policy options which would be genuinely progressive.

The language of the motion before us this evening is in the traditional partisan, adversarial mould. I do not think it upsets any one of us too much. After all, this is Parliament; it is not a club for ladies and gentlemen. This is not a place for Mr. and Mrs. Milque-toast. This is Parliament, raw in tooth and claw, and no one is easily upset or disturbed. It is true that it condemns the government and the minister. It speaks of generating miserable conditions and of failures to meet objectives and to comply. If we put that somewhat offensive phraseology aside, it can be agreed that we must make a new

beginning. We must make a fresh start and we must do so with some vigour and conviction.

Earlier I said that the constitutional conference on aboriginal rights could be such a commencement, but I say to the House that the standing committee could be of service in moving us light years ahead in the renewal of government-Indian relationships. Indian people and their leaders are ready and willing to get the process under way. Enlightened Canadians from across the country are looking to us for results. Finally, the world is watching and our credibility in the international community is at stake. We must not fail to act decisively and to do so without delay.

Some hon. Members: Hear, hear!

Mr. Stan Schellenberger (Wetaskiwin): Mr. Speaker, I rise to speak to the motion tonight. There are many things to say when one rises to speak on a subject which is not often discussed in the House at a time when many groups and individuals from bands across the country have come to Parliament to indicate the difficulties with which they are faced. Before commencing the speech I should like to give this evening, I say to the hon. member for Cochrane-Superior (Mr. Penner) that we appreciate the way in which he conducts the committee. If we have a chairman who assists the committee in its work, it is easier for all parties to do the best job possible in helping people. That is really what this debate is all about.

The Minister of Indian Affairs and Northern Development (Mr. Munro) has a difficult job. In a sense, he is always dealing with people, and he has a restricted budget which has not grown perhaps as fast as we would like, given present difficulties. Of course, he must work within that budget. Many of us on this side honestly believe that there are ways of improving the expenditures of the minister and his department.

We have mentioned in our motion a number of things which are upsetting to us as a party. One area which is constantly a problem is the fact that the Department of Indian Affairs and Northern Development is still in place and that the minister, because of that, has a distinct trust relationship with native people. Because of that trust relationship, one would think that the Indian people themselves would have a certain trust. However, we find instead many cases of Indian band representatives across Canada coming to Ottawa day after day, week after week, coming to the House to tell us, Members of Parliament, that they do not in fact trust the manner in which expenditures are being made on their behalf. They are spending their money to travel here because promises have been made but have not been fulfilled.

• (2030)

Conditions on reserves are worse than conditions in Third World countries. Native people are coming to Ottawa in the hope that we, as Members of Parliament, the minister and his officials, will listen to their plea and act upon it. Native people who do not have much money hire consultants to help them with their pleas. They are spending millions of dollars each year. Why do native people have to hire consultants? The



Brief

Mr. Commissioner we are presenting this oral submission to the Royal Commission on the Northern Environment on behalf of approximately fifty North of 50° area trappers.

The Sioux Lookout Trappers Council is currently completing a survey and research project in which trappers from as far west as Richand, as far north as Pickle Lake, and as far east as Armstrong were interviewed. This project is being funded by the Royal Commission for which we are all exceedingly grateful. In todays submission we will try to be rather brief and we will repeatedly point to our upcoming main report, in which many topics relating to the Commission's SUBJECT OF ENQUIRY and relating to trapping and trappers are dealt with.

During the survey the authors felt a very strong message of the trappers growing loyalty toward their common cause. Opinions and data received in this survey varied so little that the result was almost total concensus among those queried, with the exception of a few topics. Even some of the field experiences, related by trappers to expand a point, were similar. This was the first time that any trapper had gone around contacting such a number of colleagues in such a range of area, being able to raise gut level issues and soliciting their opinions.

The attempts by the surveyor were generally well received, and cooperation was great.



For the reason of scarceness of time and because our report is not yet completed, we would rather be very brief in our presentation today. Please excuse us, Mr. Commissioner, if we do not seem to make ourselves clear on certain issues even though we are trying to use general terms - after all this is a submission written up by trappers on behalf of trappers and some of the line of thought may well be hard to understand for non-trappers.

The Sioux Lookout Trappers Council was formed in 1977, when several local trappers felt that it was no longer possible for individuals to deal effectively with bureaucracies, companies, and organizations. Since then, the council has increased in strength and numbers, and now stands as a strong local professional association. Therefore it is interesting to note, that many of the specific, and all of the general issues which caused the council to be formed in the first place remain unsolved.

The specific problems which are being experienced by trappers are being addressed in the written report to the Commission. In addition to identifying problems, the brief draws conclusions and puts forth numerous recommendations.

The very existence of the Trappers Council is amazing. Most trappers are somewhat solitary and individualistic by nature, and joining groups or organizations somehow goes against their grain. Yet just as the



timid muskrat will become vicious when cornered, trappers will join together when they perceive a threat to their profession.

During the past few years, we have felt more and more pressure from groups wishing to restrict our activities, or to alter the environment to the point where it is no longer suitable habitat for fur bearing animals.

We are very much affected by the activities of the forest industries, as they destroy large tracts of prime fur-bearing<sup>ing</sup> habitat, also somewhat by mining and road building and the opening up of the forest country in general. Also antitrapping groups manage to lobby vulnerable politicians, and get legislation past which increases the already difficult existence of trapping, the Ministry of Natural Resources with increasingly restrictive trapping policies being no help. Thus the trapper feels caught between the forces, that he by himself neither full understands nor is equipped to deal with.

Trappers are by necessity environmentalists. The animals which we catch require a certain type of environment to live. If that environment is altered by cutting, mining, pollution or roads, it can render an area worthless for fur habitat for decades to come. Left to ourselves, we could protect the habitat and control our own catch levels. Trap lines are fixed areas, and if a trapper takes too many animals in one season and has a poor catch the next season, he will



be the one who suffers. He cannot pack up and find another area to exploit. He must learn to manage the area for which he is licenced on a perpetual yield basis, or he will not survive as a trapper.

That the practices of the major extraction enterprises, the forest industry being the most dominant in our area, leave much to be desired is public knowledge. We quote "Forest management must be taken seriously, because unlike a bad haircut which grows out in a few weeks, the scars left by poor forest management will be visible for generations to come."

It is known to the authors that the very reason for the founding of this Commission has to do with public outcry against reckless exploitation of this north country, both in the past and in the future.

Our report will deal specifically with the effects of logging and related activities on trapping and includes determined recommendations, which, if followed would minimize the impact on the natural environment as well as trapping.

It is at times difficult for trappers, who are expected to manage their resource so carefully, to watch the hit and run approach to resource extraction, that is used by timber and mining companies.

The ~~Association~~ Trappers Council is a professional organization which attempts to unify the voices of many, and to present strong, sane, and logical arguments to convince the parties concerned in any way with



the environment, to adopt a careful, well thought out approach to resources. We favour multi-use concept which today gets lots of lip-service but not so much action.

We are all too well aware of the economics of resource extraction. This perhaps is the major gulf which separates us from the other resource users. People extract resources to make money - timber, minerals, fish and fur are sold, hopefully to earn a profit for the company or the individual involved. However, earning large sums of money is not part of a normal trappers existence. In fact an individual who is interest<sup>ed</sup> primarily in money will not last long as a trapper. The days are long, the work hard, and the major rewards are actually non-monetary. And so when we enter into dialogue with others such as logging companies, we find that we are speaking different languages. One speaks the language of profits the other the language of stewardship.

We do not seem to be able to find a translator. If there is to be any dialogue it will be necessary for the other resource users to understand stewardship, since it is unlikely that trappers will suddenly become obsessed with profits.

We like to give you, Mr. Commissioner, a preview of some other issues that we will discuss in our main report. We will deal with subjects.. trapping regulations, furbearer seasons and quotas, how trap lines are



allocated and transferred, what steps the government could take to assist this industry, how trappers view parks, the anti-trapping movement, economics on trapping, how trappers relate to the MNR, and all about trappers council.

There will be appendixes to the report dealing with fur-bearer population dynamics, the trapping homestead, and alternate resource extraction methods.

The following is an example of how the trappers do not have input into even mildly important decision-making inside MNR and how administration by the Ministry is largely arbitrary that often not with resource management but rather with law enforcement in mind.

The Ministry of Natural Resources, of course, is the primary government agency, with which the trapper must deal. It has control of almost every aspect of a trappers life while he is on the trapline.

Like many large bureaucracies, the Ministry has fallen into the tract of allowing the means to become the end. Technics of management and ease of enforcement become more important than the resource itself.

Resource managers see themselves as advocates for resource users. If a request for change makes sense in a given situation but will create management or enforcement problems, then the request should be supported anyway. We quote "Ease of enforcement cannot override sensible management".



These are not proper answers. They are only excuses.

Here is one specific example to illustrate this point. The Ministry uses the main line of the Canadian National Railroad as dividing line for trapping seasons. South of this line the season for mink ends on December 31st. North of this line the mink season ends on January 31st. So we have two trappers, whose lines adjoin, and one has the advantage of an extra full month of mink trapping. Ministry officials admit that the line was established for convenience, and in no way reflects the logical data. The trapper whose line is south of the tracks has requested that the line be changed. After all, the mink on his side are just as prime in January as are those of his neighbor. But the line and the seasons remain because "We have to draw the line somewhere."

We do not concede the necessity of having a line at all. In all areas we favour a more flexible, decentralized, decision making process, which gives maximum freedom and responsibility to the trapper himself. The trapper knows his ground, his animals and the economics of his industry. If he feels that he can get sufficient return for his January caught mink, then he should be allowed to trap mink in January. We favour this approach in all situations where we are restricted by regulations and policies which are not based on sound biological data.

Lets go back to the CN main line. Assume that there is a requirement for a line. Must it be that 'rut'. Surely the line has no biological



data to justify it. If the Ministry feels the need to have different seasons in different areas, then the regulations should reflect biological data and perhaps be set up as a series of one week periods moving north to south.

"But that would be impossible to manage. And enforcement a nightmare." comes the cry from MNR.

It may be more difficult to enforce, but it would be more logical rather than arbitrary, and again we quote "Ease of enforcement cannot override sensible management." It is important that MNR listen to trappers even on a district or local level.

Here in Sioux Lookout we enjoy a steadily improving rapport with the local district office staff. However much improvement is still needed and it is the wish of most trappers for such an improved relationship. Many of the grievances by trappers by the way have nothing to do with the local representatives of the MNR, but are directed against this bureaucratic monster as a whole.

Mr. Commissioner, because of an every shrinking world the pressure is escalating to exploit the materials which this northland can provide. In today's Canadian society material values seem to be overriding in the lead. This is why, it seems that any ideal values are downplayed as of secondary importance. Now, when we look at the area north of 50° as being competed for by materialists as well as idealist interest, guess who loses out!



As we have hinted earlier trappers are content with a lower income and lower hourly return than the average Ontarian. Trappers are also very conservative, and endeavour to keep the environment intact. Incidentally, an intact or only modestly exploited environment is much more acceptable to most Ontarians. "It is the scale of the exploitation that makes the difference." A North that is only modestly exploited could well last for hundreds of years to come. It is our wish, Mr. Commissioner, that the North be made use of in such careful and modest manner, that the integrity of its natural environment be retained. We would wish that the reckless expansion of large industry into new areas be halted until careful study would result in newer, more conservative methods of extraction. We would also wish that ideal values be considered equal to material ones. The result of such a new force could be that the area North of 50<sup>0</sup> would not be regarded solely as a "resource frontier" to be exploited by greedy interests of large corporations and their following, but could truly be used as a home to many Ontarians of the future and serve to the interests such as tourists, fishermen, both commercial and otherwise, to the hunter, the camper, the canoeist, and the naturalist. And we as trappers feel we would fit into such a scheme as we have for centuries.

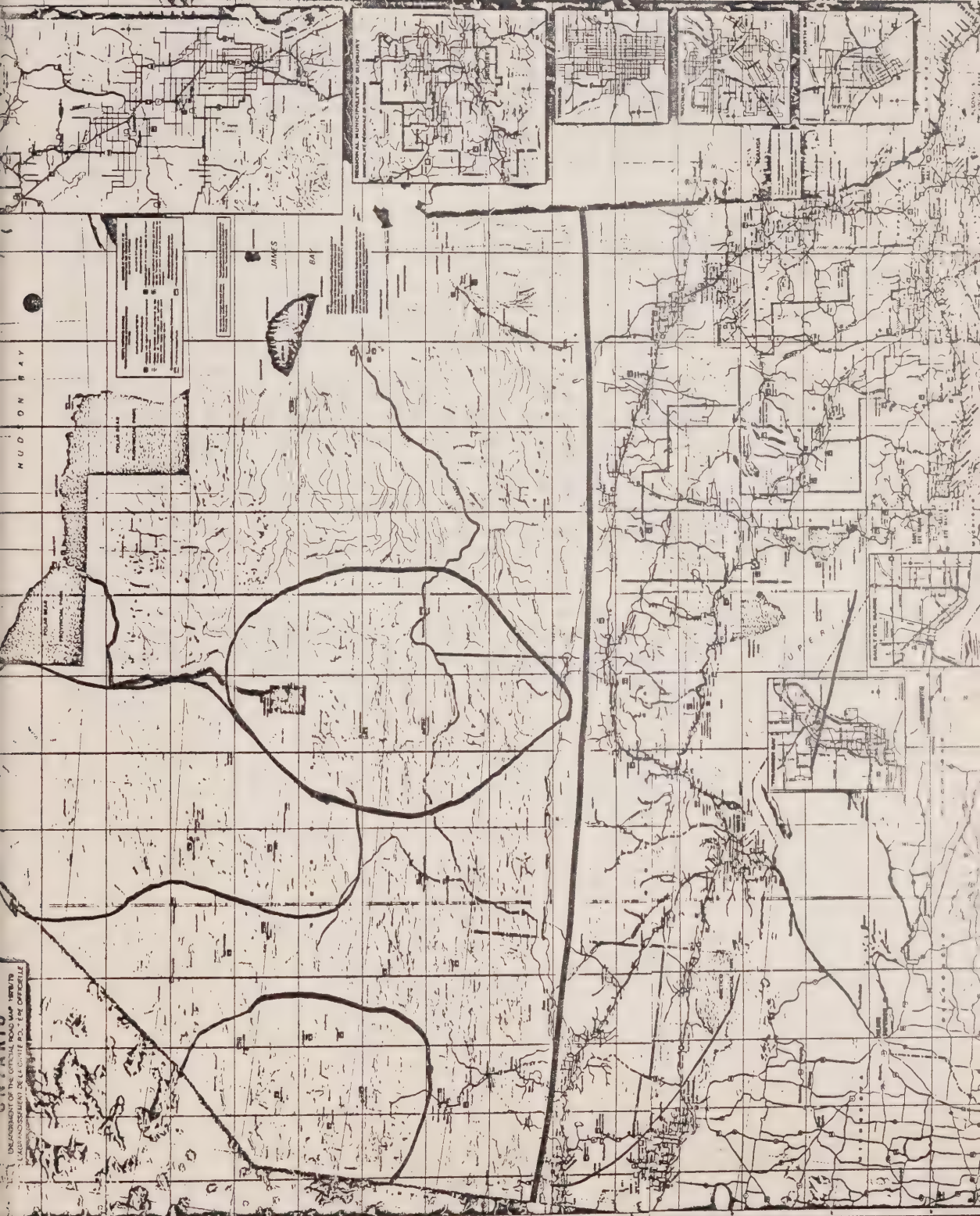
Thank you.







UNBARRICADED  
UNBARRICADED OF THE OFFICIAL ROAD MAP 1974/75  
L'ARRANDSSEMENT DE LA CARTE ROUTE OFFICIELLE









Rec'd Nov. 30/82



Mr. Commissioner, staff members and interested citizens, I wish to withdraw my submission at this time, which was to encompass my observations of the north, first - as a resident and native of the north, second - as an entrepreneur and free enterpriser and member of a family business that dates back over thirty-five years, third - and of most importance a member and representative of the Red Lake District Chamber of Commerce to the historic meeting held in Red Lake, Ontario, September 22 and 23, 1982, with the Pehatabun Chiefs and elders.

The thrust of my submission was to present a workable, viable framework to the Commission encompassing the Red Lake District Management Unit and with the full voice of the total population of this management unit, so that we may determine the available resource allocation and deal with the problems which affect resources and lives of the residents of the north, but not forgetting the economic well-being of Ontario's population in the south.

As we are aware the Royal Commission on the Northern Environment was established by an order-in-council of the Ontario Cabinet July 13, 1977 with Mr. Justice E. P. Hartt as Commissioner. My understanding is the legal framework of this commission is the Public Enquireies Act which relies heavily on formal hearings e.g. cross examinations. Treaty # 9 of which the Pehatabun Chiefs are part saw fit to challenge you, the commission on this particular aspect of your mandate. As my presentation encompasses the feelings of the Pehatabun Chiefs, I do not wish to jeopardize the very constructive and substantive progress as has occurred in the meetings of September 22 and 23, 1982.

With this primarily in mind and in addition an extremely broad base of subject matter particularly the West Patricia Land Use Plan, I wish to formally withdraw my submission at this time, however I request that I be given the opportunity to present a submission, both verbally and written in the near future.

John A. Green  
Red Lake, Ont.







Rec'd Nov. 30/82



ADJUNCT TO A METIS PERSPECTIVE

Since tending this submission on November 8, 1982, we have had cause to expand upon our recommendations.

We are beginning to loose confidence in the effect of the Royal Commission of Northern Environment. The commission, for a variety of reasons will not satisfy its own mandate. Of greater importance is the growing awareness that it will fail to adequately service the needs of the residents north of the fifty.

We are not suggesting that it has been a totally useless exercise, nor that the information gathered is of no consequence. We are simply stating that it is not enough.

At this time we are not prepared to offer a fully analysed alternative. We do however, see the need for a structure which would expand upon the process initiated by the commission.

A new body must be created. One which has both an information gathering capability as well as one which has a strong effect upon the legislative process.

When we view the Ministry of Natural Resource's land use planning process, more specifically West Patricia Land Use Plan, we see a process which has little or no credibility. As stated the public participation program is grossly incomplete. Until such a time as this is rectified we can only condemn any further activity.

We are in no way suggesting a 'token body' representing the public participation process. What we are recommending is a formal group composed of local residents, which in turn calls upon and directs the activities of the Ministries' involved in northern development. At this time we are defining our constitutional rights. The settlement of those rights and claims will dictate quite a few changes in current legislation. A portion of that process must accurately reflect the needs and aspirations of area residents.

It is now time to formalize the process.

Ontario Metis Association  
Ste. 30, 5385 Yonge Street  
Toronto, Ontario  
M2N 5R7







A PRESENTATION

To: Royal Commission on Northern Environment

From: Chief Douglas Meekis - Deer Lake  
and

Red Lake District Chamber of Commerce

Chief Douglas Meekis and the Red Lake District Chamber of Commerce feel that it is important that the Deer Lake Band and the Chamber of Commerce should continue to talk together as they did at the meeting in September.

In order to do this Chief Douglas Meekis needs to have some money so that the prerepresentative of the Deer Lake Band can meet with and talk to the Chamber of Commerce.

These funds would be used so that the Deer Lake Band could send a representative to meet with the Chamber of Commerce.

We would use these meetings to find a way to respond to West Patricia Land Use Plan and to find a way of discussing how future development should occur.

We therefore ask the Royal Commission to provide funds to the Deer Lake Band for this purpose.

Douglas Meekis  
Chief  
Deer Lake Band

DOUGLAS MEEKIS

Signed

P.J. Savelle  
W. Blaney Halligan

CHAMBER OF COMMERCE  
RED LAKE



The meeting with chamber of Commerce in Red Lake on Sept 22-23/82, the resolutions were passed on the things we agree upon.

These were passed by chief of Red Lake area and chamber of Commerce in Red Lake, I fully support.

The way West Pat Plan is set up by M.N.R. people, I reject the whole idea and proposal.

M.N.R. should have asked the people what we wanted to do with our land.

A lot of indian people do not understand the West Pat. land use Plan.

Signed by.

DOUGLAS MGEKIS



Ex.  
#7

TYPED FROM ORIGINAL SUBMISSION

A PRESENTATION

To: Royal Commission on Northern Environment

From: Chief Douglas Meekis - Deer Lake  
and  
Red Lake District Chamber of Commerce

Chief Douglas Meekis and the Red Lake District Chamber of Commerce feel that it is important that the Deer Lake Band and the Chamber of Commerce should continue to talk together as they did at the meeting in September.

In order to do this Chief Douglas Meekis needs to have some money so that the representative of the Deer Lake Band can meet with and talk to the Chamber of Commerce.

These funds would be used so that the Deer Lake Band could send a representative to meet with the Chamber of Commerce.

We would use these meetings to find a way to respond to West Patricia Land Use Plan and to find a way of discussing how future development should occur.

We therefore ask the Royal Commission to provide funds to the Deer Lake Band for this purpose.

Signed

Douglas Meekis  
Chief  
Deer Lake Band

P.J. Sayeau  
W. D'arcy Halligan

CHAMBER OF COMMERCE  
RED LAKE



The meeting with chamber of Commerce in Red Lake on Sept 22-23/82, the resolutions were passed on the things we agree upon.

These were passed by Chiefs of Pethebun area and chamber of Commerce in Red Lake, I fully support.

The way West Pat Plan is set up by M.N.R. people, I reject the whole idea and proposal.

M.N.R. should have asked the people what we wanted to do with our land.

A lot of indian people do not understand the West Pat. land use Plan.

Signed by

DOUGLAS MEEKIS



Presented at Moosonee, January 11, 1983  
by Earl Danyluk

Moosonee Metis & Non-Status  
Indian Association  
P.O. Box 342  
Moosonee, Ontario  
POL 1Y0

Mr. Commissioner.

My name is Earl Danyluk. I am the elected leader of the Metis and Non-Status Indians of Moosonee. My position is President.

Mr. Commissioner, on behalf of the Metis and Non-Status Indian members of this community we welcome you and your fellow workers to one of our many northern communities. We are pleased that you were able to hold hearings in the community of Moosonee.

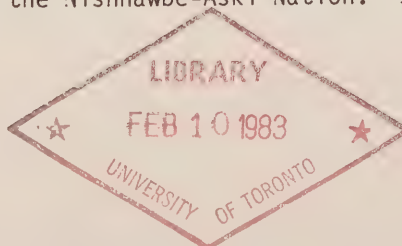
Recently, our local Metis and Non-Status Indian communities within the Treaty #9 territory has been in the process of forming an Alliance with the Nishnawbe-Aski Nation, so that all Aboriginal people in the territory would have direct input into the decision-making processes that would directly or indirectly effect the socio-economic lifestyles of the Aboriginal people.

You will note that we come before you with nothing further than what we have already submitted - our paper on the "Aboriginal Peoples Decision-Making Process" and its Implementation into the Environmental Assessment Act. We appreciate the involvement and the opportunity to have participated in the R.C.N.E.'s funding program and that our concerns and recommendations will be of great value to your commission.

We have not added anything more to our submission than what we have already submitted, except this opening statement which I now present to you.

This action that we are now about to take, is in protest to your ruling refusing to grant formal hearings as originally requested by the Nishnawbe-Aski Nation at the Sioux Lookout hearing on November 22, 1982.

The Metis and Non-Status Indians of Moosonee would also like to request formal hearings. It is our position that you grant formal hearings in all of our Native communities. If our request for formal hearings is denied then we have no other alternative but to support the Aboriginal people's position of the Nishnawbe-Aski Nation. It is therefore our intention





to remain a unified body unless we as a Nation of People are given full consideration, no further participation can be expected from us, other than what we are about to submit to your commission at this time, in complying with our financial agreement.

Thank you.

Submitted by Earl Danyluk with corrected copy of their submission #117 at the Moosonee Friendship Centre, Moosonee, Ontario on January 11 at 7:30 PM, 1983.



Presented at Moose Factory, January 12, 1983  
by Chief E. Rickard  
Moose Factory Band  
Moose Factory, Ontario

ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

Submitted By:

Moose Band  
Moose Factory, Ontario  
January 11, 12, 1983





ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT

ATTENTION: COMMISSIONER J.E.J. "ED" FAHLGREN  
FROM: MOOSE BAND  
MOOSE FACTORY ISLAND  
JANUARY 11, 12, 1983

MR. COMMISSIONER, WE, THE CREE PEOPLE, THAT HAVE MAINTAINED OUR TRADITIONAL LIFE STYLE OVER THE DECADES, WELCOMED THE CREATION OF YOUR COMMISSION. WE SAW IN YOUR CLEAR MANDATE, THE AUTHORITY NECESSARY TO CLEARLY IDENTIFY ISSUES RELEVANT TO ENVIRONMENTAL IMPACT BY RESOURCE DEVELOPMENT SCHEMES. FROM OUR UNDERSTANDING OF POSITIVE DIRECTIONS STATED IN THE PROVINCIAL "PUBLIC INQUIRER ACT", WE, THE CREE PEOPLE OF THIS PART OF THIS COUNTRY HAVE A CLEAR AND UNQUESTIONED INTEREST IN THE LAND OF OUR ANCESTRY. THEREFORE, WE, WELCOMED THE R.C.N.E., AND EAGERLY LOOKED FORWARD TO THE DAY THAT WE COULD STAND BEFORE YOU AND OUTLINE THE ISSUES THAT PERTAIN TO OUR PAST, OUR PRESENT AND OUR FUTURE. WE FELT THAT FORMAL HEARINGS, WOULD GIVE US THE OPPORTUNITY TO EXERCISE OUR RIGHTS, IN SUCH A WAY THAT ALL THOSE CONCERNED WOULD BE COMPELLED BY SUBPOENA, TO APPEAR BEFORE YOUR COMMISSION.

MR. COMMISSIONER, THE PRESENTATIONS OF OUR PEOPLE HAVE BEEN WELL PREPARED. HOWEVER, YOUR RESPONSE, OR RATHER YOUR TWO RESPONSES TO OUR BROTHERS AND SISTERS AT SIOUX LOOKOUT ON NOVEMBER 22/82, HAS CREATED DOUBTS IN OUR MINDS; THAT YOU SERIOUSLY CONSIDER YOUR AUTHORITY UNDER YOUR CLEAR MANDATE. OUR READING OF THE TRANSCRIPT OF THE NOVEMBER 22/82 INFORMAL HEARINGS AT SIOUX LOOKOUT, INDICATE THAT YOU FIRST AGREED TO THE POSITIONS EXPRESSED BY GRAND CHIEF WALLY MCKAY AND CHIEF HARVEY YESNO. YOU WERE THEN OBVIOUSLY COMPELLED



ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT  
J.E.J. Fahlgren  
January 11,12, 1983

BY OTHER FORCES, TO RECONSIDER , AND BRING IN A QUESTIONABLE  
DECISION. YOUR FIRM "MAYBE" ANSWER IS PRESENTLY BEFORE THE  
DIVISION COURT FOR CLARIFICATION. WE, THE CREE PEOPLE OF THE  
MOOSE BAND, STAND UNITED BEHIND OUR NISHNAWBE-ASKI BROTHERS  
AND SISTERS AND SUPPORT THE POSITION, AND THE SUBSEQUENT WALK  
OUT THAT OCCURRED AT SIOUX LOOKOUT.

WE SHALL BE PREPARED TO PRESENT OUR POSITION ON THE  
ISSUES FACED BY YOUR COMMISSIONER, WHEN YOU HAVE CLEARLY  
INDICATED YOUR OWN ACCEPTANCE TO EXERCISE YOUR MANDATE.







Presented at Moose Factory, January 13, 1983  
by Fred Wesley  
James Bay Tribal Council  
Moose Factory, Ontario  
POL LWO

Mr. Commissioner, I would like to acknowledge and welcome you and your staff to this part of this land which I call home. It is unfortunate, however, that our predecessors and thier predecessors could not agree upon that we the Nishnawbe, the people of this land has real and special rights and interest on the land which we stand on. The events that led up to these hearings and certain actions that we are forced to undertake is a direct result of continuing dishonesty and mistrust that was created by the government you represent on the vital issues and lives of my people.

Certain government actions have led to our belief that your Commission is nothing but a stalling vehicle that is being used, to give the government ample time to prepare for the final blow to my people and the fact that you refuse to carry out formal hearings under the Public Enquiries Act has the further strengthen this belief.

In the hearings in Moosonee you have stated, quote "In my mind,, my hearing your submission through these informal hearings is the best way to carry out this commission, etc. etc." Mr. Commissioner, I really do not believe that you were placed to head the Commission to think on behalf of the people in the north and to decide what is best for them. You have been given a position to hear out what the people really want, and to carry out the system and mode of conduct you should hear our submissions. Furthermore, your unperturbed attitude towards the request for formal hearings are shown in the fact that you chose to proceed with the hearings in James Bay without waiting for the Divisional Court ruling on January 25, 1983 in whether we are relevant or irrelevant in the development of the north.

It is, therefore, a real disappointment and with regret that we

ee no solution to this impasse but to reluctantly withdraw from





taking part in these hearings to support and stand united with the Nishnawbe-Aski Nation of peoples.

Mr. Commissioner, I do not wish to wait for your response to this statement as I heard it twice already, only to wish that your stay is a bit pleasant.



Presented at Moose Factory, January 13, 1983  
by Chief Reg Louttit  
Attawapiskat Band  
Attawapiskat, Ontario  
POL 1AO



Commissioner  
J.E.S. FAHLGREN  
ROYAL COMMISSION ON THE NORTHERN  
ENVIRONMENT.

FROM THE FORT ALBANY, KASECHEWAN  
AND ATTAWAPISKAT BANDS  
JANUARY 13/83

MR Commissioner, We. THE CREE PEOPLE  
OF THE WEST COAST OF JAMES BAY  
HAVE LIVED IN THIS AREA GOING  
BACK SINCE TIME IMMEMORIAL, WE  
TREATED THIS LAND WITH RESPECT TAKING  
FROM IT ONLY WHAT WE NEEDED, WHILE  
BEING CAREFUL NOT TO DESTROY ITS  
BEAUTY NEEDLESSLY.

IN GATHERING THIS INFORMATION FOR OUR  
SUBMISSION WE FORMED AN AD HOC  
COMMITTEE JUST FOR THIS PURPOSE,  
THIS COMMITTEE CONSISTED OF MEMBERS  
FROM THE FORT ALBANY, KASECHEWAN AND  
ATTAWAPISKAT BANDS, HAVING BEEN  
FUNDED FROM YOUR COMMISSION, THE  
ATTAWAPISKAT BAND THEREFORE IS  
RESPONSIBLE FOR THE SUBMISSION AND  
I HAVE BEEN CHOSEN TO PRESENT  
THIS STATEMENT BEING CHIEF OF  
THE FUNDED BAND.

HOWEVER IT IS WITH REGRET THAT I  
HAVE TO ADVISE YOU OF OUR WITH  
DRAWAL FROM THESE HEARINGS.

WE HAVE CHOSEN TO STAND UNITED  
WITH OUR BROTHERS AND SISTERS OF THE  
NISHNAWBE ASKI-NATION.



WE HOPE HOWEVER THAT YOUR TRAVEL THROUGH OUR LAND IS REWARDING EVEN IF NOT THROUGH YOUR WORK.

WE ACKNOWLEDGE AND THANK YOU AND YOUR STAFF FOR HAVING GIVEN US THIS TIME TO MAKE OUR STATEMENT. MAY THE CREATOR GIVE US THE ~~BE~~ STRENGTH AND WISDOM TO BE ABLE TO WORK TOGETHER IN FUTURE ENDEAVOURS.

THANK YOU.



Typed from Original

Ex. #12

Presented at Moose Factory, January 13, 1983  
by Chief Reg Louttit  
Attawapiskat Band  
Attawapiskat, Ontario  
POL 1A0

Commissioner  
J.E.J. Fahlgren  
Royal Commission on the Northern  
Environment

From The Fort Albany, Kasechewan  
and Attawapiskat Bands  
January 13, 1983

Mr Commissioner, we the Cree people of the West Coast of James Bay have lived in this area going back since time immemorial, we treated this land with respect taking from it only what we needed, while being careful not to destroy its beauty needlessly.

In gathering this information for our submission we formed an Ad Hoc Committee just for this purpose, this committee consisted of members from the Fort Albany, Kasechewan and Attawapiskat Bands, having been funded from your commission, the Attawapiskat Band therefore is responsible for the submission and I have been chosen to present this statement being Chief of the funded Band.

However it is with regret that I have to advise you of our withdrawal from these hearings.

We have chosen to stand united with our brothers and sisters of the Nishnawbe Aski-Nation.

We hope however that your travel through our land is rewarding even if not through your work.

We acknowledge and thank you and your staff for having given us this time to make our statement. May the Creator give us the strength and wisdom to be able to work together in future endeavours.

Thank you.

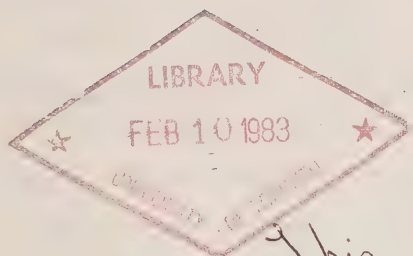






January 18/83

Single Industry Town  
Concerned Women's Group  
Research Coordinator  
Pauline LaRose



This submission on Single Industry Towns came about after a letter was printed in our local News paper. The Enterprise.

Myself and other concerned women of our community are very much worried about the future of our town. Since Abitibi Price are modernizing their mill. It has been a great deal of concern & worry. They will need less men to do the same amount of work. Once the mill is completed 131 jobs will be terminated. So far 58 men took early retirement when Abitibi Price offered them the choice.

The town of Iroquois Falls has a grim future, as we see it we are dependent on Abitibi. There fore a secondary industry is desperately needed. We want our young people to stay in the North yet we offer them nothing to keep them here. The availability of summer jobs are so limited. As for our young women jobs are close to nil.



3<sup>rd</sup>

And will be paved in 1983 according to the press release by Alan Pope Nov 29/82. There being the road in good condition another location was found more suitable we would agree as long as it stayed in an ~~location~~ immediate area to provide us with our secondary industry.

That

The government of Ontario support & encourage a goods manufacturing factory to be set up in our town to create secondary industry & create employment.

That:

The local citizen's are made aware of any development that takes place in their area. And has a right to voice their opinions in the decisions which are being made which always affects their future in way or another.

That

That local employment should be considered the priority in development takes place.

Thank you.



As a result of this research we can clearly see that we should have something to fall back on in case Abitibi falls into hard times as they can't guarantee us a solid future. Therefore we recommend.

That : the government of Ontario aid  
1<sup>st</sup> us in acquiring Secondary Industry.  
We feel a Smelter would be beneficial to us. It would serve Kidd Creek Mine & New Detour Lake Mine. And in the future if any other mine's are found in the area it would be beneficial to them also.

That :  
2<sup>nd</sup> Through a telephone with Mr Ed Cole of Dammer Mines Nov 28/ The Smelter now in Timmins is not able to handle all the work Kidd Creek has therefore they have to transport the material to Quebec to be refined. Our work shouldn't be sent out of Ontario it should be kept here.

A good location for this Smelter to be built would be at Midway 20% on Abitibi's limits which ~~not~~ now the road has been designated a Secondary Highway.



Presented at Cochrane, January 18, 1983  
by Mrs. Pauline LaRose, Iroquois Falls

January 18/83

Single Industry Town  
Concerned Women's Group  
Re Search Cororinator  
Pauline La Rose

This submission On Single Industry Town's came about after a letter was printed in our local News paper. The Enterprise.

Myself and other concerned women of our community are very much worried about the future of our town. Since Abitibi Price are modernizing their Mill. It has been a great deal of concern & worry. They will need less men to do the same amount of work. Once the mill is completed 131 jobs will be terminated. To-date 58 men took early retirement which Abitibi Price offered them the choice.

The town of Iroquois Falls has a grimm future, as we see it We are dependent on Abitibi. There fore a Secondary Industry is desperatley needed. We want our young people to stay in the North yet we offer them nothing to keep them here. The availability of summer jobs are so limited. As for our young women jobs are close to Nil.

As a result of this research we can clearly see that we should have something to fall back on incase Abitibi falls into hard times as they can't gaerantee us a solid future There fore We recommend.

That: the government of Ontario aid us in aquiring Secondary  
1st Industry.

We feel a Smelter would be benificial to us. It would serve Kidd Creek Mine and now Detour Lake Mine. And in the future if any other mine's are found in the area It would be benificial to them also.

That: Through a telephone with Mr Ed Coles of Dommes Mines Nov  
2nd 28/82 The Smelter now in Timmins is not able to handle all the work Kidd Creek has there fore they have to tranporte the material to Quebec to be refined. Our work shouldn't be sent out of Ontario it should be kept here.

A good location for this Smelter to be built would be at Millage 20 1/2 on Abitibi's limits which now the road has been disignated a Secondary Hyway



And will be paved in 1983 according to the press release made by Alan Pope Nov 29/82 There fore leaving the road in good condition If another location was found more suitable we would agree as long as it stayed in our imediate area to provide us with our Secondary Industry.

- That The government of Ontario support & encourage a goods manufacturing factory to be set up in our town to create Secondary Industry & create local employment.
- That: The local citizen's are made aware of any development that takes place in their area. And has a right to voice their opinions in the decisions which are being made Which always affects their future in one way or another.
- That That local employment & training be considered the priority when development takes place.

Thank-you.







EX-14

Comm  
Publ

3

## ALTERNATE ENERGY CNETRE

### REASONS FOR AND ADVANTAGES:

The advantages of producing energy on a local, community or individual basis are many ( note: it is intended that urban areas of small size produce all the energy for their own requirements while larger urban areas draw from provincially or nationally supported projects):

1. There will be less trouble with people wasting and not conserving energy as they would have to produce more if their appetite for energy is greater than their need.
2. Communities would develop a sense of pride and dignity as a result of being involved in the support structure - livelihood of their community.
3. Energy loss in-line or during transport and transission would be reduced. Electricity would not be transported over great distances. This reduction in cost of construction, maintainence, service and loss in-line would permit the construction of locally produced and run facilities that would restrain the rapidly increasing cost of energy.\*
4. Renewable resources not nonrenewable resources would be used for energy. This extremely important point can not be minimuzed as no society can function for a long time using up escalating amounts of the world's historically and geologically stored energy reserves. Dependence on non-renewable energy sources leads to a nervous, frustrated, alienated, competing, destructive, violent self destroying and defensive state or condition that is not evolving, progressing and establishing an environment conducive for human being.
5. In cases of earthquakes or other disasters that could quickly destroy large scale energy production areas producing energy for





### ALTERNATE ENERGY CENTRE

A PERMANENT ALTERNATE ENERGY CENTRE WILL BE CONSTRUCTED AT KAPUSKASING DISTRICT HIGH SCHOOL FOR THE STUDENTS OF THE KAPUSKASING AREA SCHOOL AND THE PUBLIC AT LARGE.

THE CENTRE WILL CONSIST OF A SOLAR ENERGY SECTION, A WIND SYSTEM AND A BIOMASS SYSTEM FOR PEOPLE TO VIEW, MONITOR, ANALYSE, AS WELL AS DESIGN OTHER WORKING MODELS BASED ON VARIATIONS OF SYSTEMS ON DISPLAY.

#### SOLAR ENERGY SECTION

- a) Five types of collectors will be constructed:
  - 1) flat plate collectors (two variations),
  - 2) parabolic,
  - 3) compound parabolic (two variations),
  - 4) active system,
  - 5) passive system.
- b) The solar system will be used to:
  - 1) pre-heat the water in the school swimming pool,
  - 2) heat a water tank,
  - 3) heat one room of the high school.

#### WIND SYSTEM

- a) Five to six types of wind vans will be built:
  - single blade, two blade, three blade, nine blade and vertical axis.
- b) The blades will be utilized along with airplane alternators, regular wind system alternators and multiple gear systems.
- c) The wind system will provide battery stored electricity and at a later date could be converted to provide in-line feed into our existing lines.
- d) At a later date experimentation could take place to provide for a total school self-reliance system.

#### BIOMASS SYSTEM

- a) A methane production unit will be established so that the students and the public can calibrate methane production from local readily accessible materials.
- b) It is hoped that the existing school van could be powered by our own source and supply.



## ALTERNATE ENERGY CENTRE

### AIMS:

THE AIM OF THE ALTERNATE ENERGY CENTRE AT KAPUSKASING, ONTARIO IS TO DEMONSTRATE TO THE STUDENTS OF THE KAPUSKASING SCHOOL AREA AND THE PUBLIC AT LARGE THE VARIOUS AVENUES AND ALTERNATIVES AND OPTIONS AVAILABLE TO THEM AS MEANS AND WAYS OF PRODUCING ENERGY ON A LOCAL, COMMUNITY OR INDIVIDUAL BASIS.

OTHER PURPOSES OF THE ALTERNATE ENERGY CENTRE ARE AS FOLLOWS:

1. To create interest in renewable energy
2. To have people appreciate total dependence on NON-RENEWABLE energy.
3. To start a research demonstration centre in Northern Ontario for alternate energy.
4. To have "on site" study areas for students taking energy and energy conservation.
5. To save energy costs for the Kapuskasing Board of Education and other public institutions in Northern Ontario - to install a solar system into the planned construction at Kapuskasing District High School, and hospital.
6. To spurn development - design development, fabrication and mass production of energy production, conservation and utilization devices and materials that originate from the materials ( clays, salts, peats, etc) and the skills from this area.
7. Through the educational system and through members of the interested public to construct various working models of solar , wind, biomass, hydrogen and other alternate energy forms and systems - there will be a central place where this construction can take place ( accessibility to tools, machines)
8. To be the positive multiplier effects intended by the Energy Conservation Centre which operated in Kapuskasing earlier.
9. To produce an ecology house or a model family dwelling that features all energy conservation measures and devices - official requests have already been made even before the Alternate Energy Centre is established. This model solar or Alternate Energy House will be open to the public. Of all the demonstration dwellings that went up in the province of Ontario, none were constructed in Northern Ontario where energy saving would be the greatest.
10. Demonstration working units or models will be displayed that are already produced or fabricated by various companies in Canada from those companies that care to display their units at our Alternate Energy Centre.



## RESEARCH CENTRE

TO ESTABLISH IN KAPUSKASING A RESEARCH CENTRE FOR ALTERNATE FORMS OF ENERGY, PEAT, LIGNITE, PHOSPHATE, AGRICULTURE/HORTICULTURE, PRODUCTION OF A "SUPER SPRUCE", SEEDLINGS, TRANSPLANTS AND METHODS AND ECO-SYSTEMS AND PLANT SUCCESSION.

### PEAT PRODUCTION

- a. extraction
- b. grinding, screening, sifting, packaging
- c. forming: secondary industries - peat pots, seedling trays,
- d. fuel burning
- e. research into
  1. rate of decomposition
  2. soil formation process
  3. utilization
  4. medium for greenhouses
  5. medium for seedlings
  6. utilization of empty pits
  7. studies of plant succession

### BIOMASS

- a. from refuse - domestic and industrial
- b. from poultry and other farm operations
- c. methane production

### FORESTRY -

- a. seed collection, separation, treatment
- b. "super seed", "super spruce" development of
- c. seedling
  1. container development
  2. growing conditions
  3. hardening techniques
- d. transplanting
  1. run experiments on different methods of
  2. social or community work of
  3. management and treatment of
- e. paper production
  1. water utilization
  2. waste disposal
  3. new methods

### GEOLOGICAL

- a. phosphate - extraction of, utilization of, compounds of production of chemicals, establishment of a major industrial plant utilizing the potash for the west, local phosphate and nitrogen for a fertilizer plant and chemical plant
- b. silica - extraction of refining, establishment of secondary industries of
- c. magnetite
- d. copper
- e. lead
- f. rare elements



## ALTERNATE ENERGY CENTRE - RESEARCH CENTRE

### SECURITY

Unused wing at Kapuskasing District High School with four lab and six rooms: power, water, gas, heating, ventilation, etc is fully in place

Unused equipment worth about \$50,000 could be installed for use by the Alternate Energy Centre and the Research Centre.

Technical personal available for the secondary school panel, Northern College and Spruce Falls workers - fully trained.

### FINANCIAL STRENGTH

Grant monies for technical training as re Federal Government for technical training  
student fees  
contributions from local business men and Spruce Falls Power and paper Co.

working capital

nil

### PRODUCTS AND MARKETS

As result of the Research Centre we could be producing at least two hundred products from the Cargill Phosphate Mine that is about to open and for the peat operation that should go into effect as soon as possible. These products would be used within the context of this area and sold on the provincial, national and world market as the soil resources of all agricultural countries are being depleted and are in need of fertilizers to maintain production. All mining operation are always in need of explosives and therefor there is a ready and high paying market out there to be captured and to be supplied. As the Research Centre finds new and varied uses for the minerals and their numerous compounds, the multiplier effect will be greated and the market area will be greated and the foreland increase

NEW BUSINESS- at least two hundred full time jobs should be created as the secondary industries expnad and increase in importance and as the industrial inertia becomes established in the area otherwise growth will continue in the southern part of the province putting greated and greater pressure on the Class one Class-two and class three soils with at mostly with the boundaries of all of our growing cities

CONCLUSION - If we do not invest now, cost will be greated in the future and we will not be ready with the products and services when our local area, our province, our country and the world will be in great need of the essential products that we could and must produced. The multiplier effect of the operation will be greated than the wildest streatches of our imagination OUR ECONOMIC BASE WILL BE STRENGTHENED. OUR ABSOLUTE AND RELATIVE ADVANTAGES WILL BE REALIZED, OUR PEOPLE WILL GROW IN SECURITY AND WE WILL GABANTTEE JOBS FOR OUR FUTURE YOUTH WHICH NEED TO SEE THAT JOBS CAN BE CREATED, THAT SCHOOLING AND TRAINING IS WORTH IT AND THAT THE FUTURE COULD BE BRIGHT, FULL OF HOPE AND SOMETHING TO LOOK FORWARD TO.



## ALTERNATE ENERGY CENTRE - RESEARCH CENTRE

### SECURITY

Unused wing at Kapuskasing District High School with four lab and six rooms: power, water, gas, heating, ventilation, etc is fully in place

Unused equipment worth about \$50,000 could be installed for use by the Alternate Energy Centre and the Research Centre.

Technical personal available for the secondary school panel, Northern College and Spruce Falls workers - fully trained.

### FINANCIAL STRENGTH

Grant monies for technical training as re Federal Government for technical training student fees contributions from local business men and Spruce Falls Power and paper Co.

working capital

nil

### PRODUCTS AND MARKETS

As result of the Research Centre we could be producing at least two hundred products from the Cargill Phosphate Mine that is about to open and for the peat operation that should go into effect as soon as possible. These products would be used within the context of this area and sold on the provincial, national and world market as the soil resources of all agricultural countries are being depleted and are in need of fertilizers to maintain production. All mining operation are always in need of explosives and therefore there is a ready and high paying market out there to be captured and to be supplied. As the Research Centre finds new and varied uses for the minerals and their numerous compounds, the multiplier effect will be created and the market area will be created and the foreland increased.

NEW BUSINESS- at least two hundred full time jobs should be created as the secondary industries expand and increase in importance and as the industrial inertia becomes established in the area otherwise growth will continue in the southern part of the province putting created and greater pressure on the Class one Class two and class three soils with at mostly with the boundaries of all of our growing cities

CONCLUSION - If we do not invest now, cost will be created in the future and we will not be ready with the products and services when our local area, our province, our country and the world will be in great need of the essential products that we could and must produce. The multiplier effect of the operation will be created than the wildest stretches of our imagination. OUR ECONOMIC BASE WILL BE STRENGTHENED. OUR ABSOLUTE AND RELATIVE ADVANTAGES WILL BE REALIZED, OUR PEOPLE WILL GROW IN SECURITY AND WE WILL GUARANTEE JOBS FOR OUR FUTURE YOUTH WHICH NEED TO SEE THAT JOBS CAN BE CREATED, THAT SCHOOLING AND TRAINING IS WORTH IT AND THAT THE FUTURE COULD BE BRIGHT, FULL OF HOPE AND SOMETHING TO LOOK FORWARD TO.



## Kapuskasing Has

- 1) the vacant public space.
- 2) excess to local resources
- 3) the initiative, the vision
- 4) excess to educational institutions
- 5) yet solid economic base
- 6) Industrial Park space
- 7) Transportation links
- 8) The power grid



# Positive Multiplier Effect of Research Centre

Chemical + Fertilizer Complex

phosphate, lignite, fire clay, silica

Greater Self-Reliance  
forestry + forest products

catalyst

Centre for Northern  
Research

alternate Energy

New mines

New methods

New products - job  
inventions creation

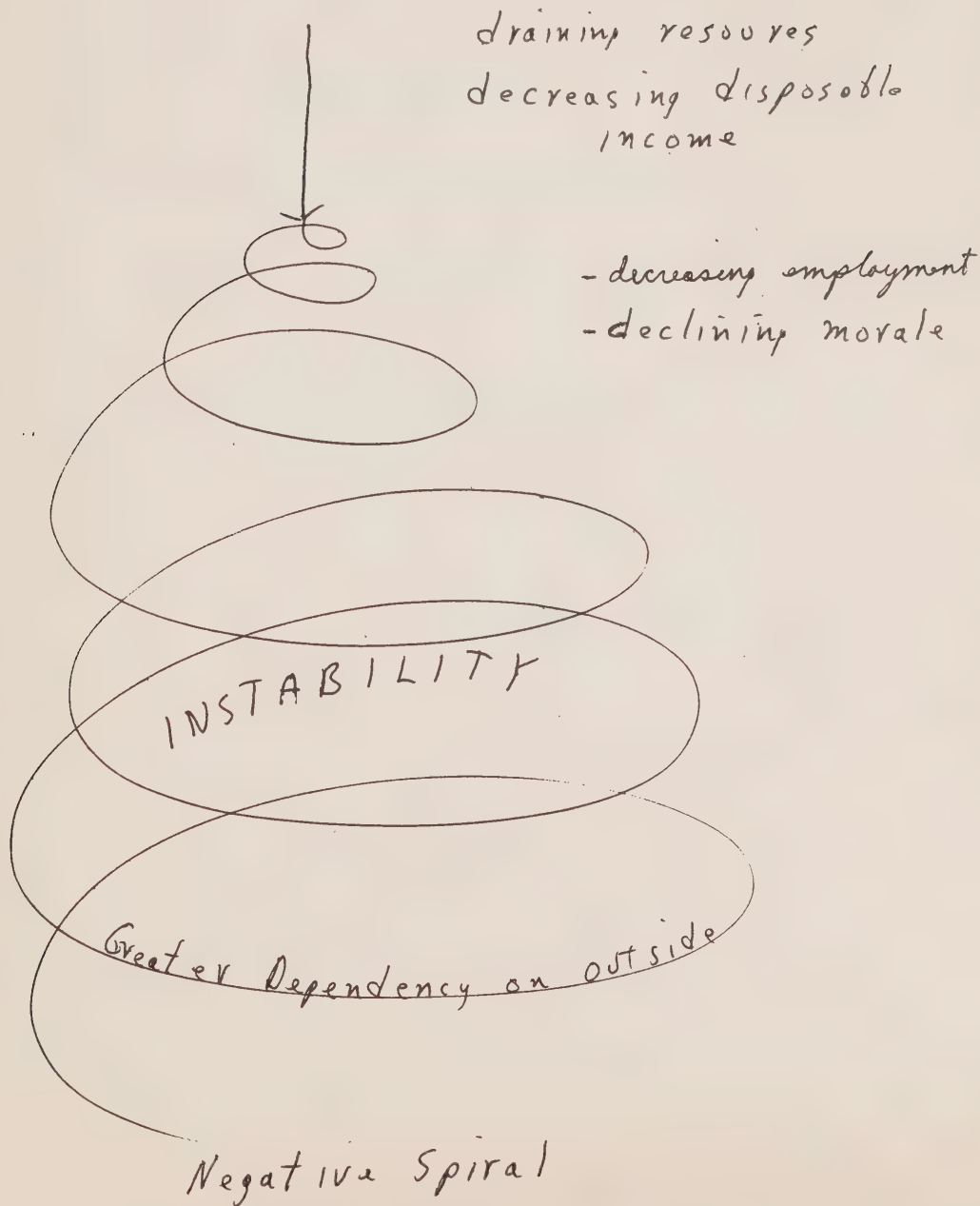
Knowledge, expertise

Resource personnel

Positive Spiral



# Negative Multiplier Effect of Present Situation









Presented at Cochrane, January 19, 1983  
by Lloyd Rogerson,  
Cochrane Tourist Outfitters Assoc.  
P.O. Box 998  
Cochrane, Ontario  
POL ICO

SUMMARY PRESENTATION

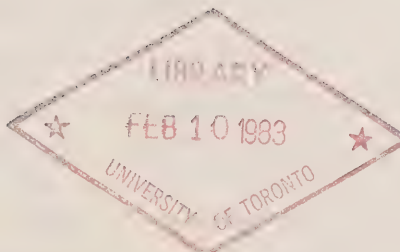
to

Royal Commission on the Northern Environment

by

COCHRANE TOURIST OUTFITTERS ASSOCIATION

Wednesday, January 19/83





## The Cochrane Tourist Outfitters

Understanding our industry is crucial to understanding our concerns. The Cochrane Tourist Outfitters operate fly-in fishing and hunting camps. Our industry provides a substantial contribution to the local economy—both in terms of direct benefits (employment and purchase of goods and services in the community), as well as indirect benefits (secondary spin-off effects). Our industry markets a renewable resource—fishing and hunting opportunities in the remote North Eastern part of the province. If properly managed and protected this great Ontario resource can make, through tourist operators, an enormous long-term contribution to the local and provincial economy. Without proper management and protection the resource and the economic benefits associated with it will be lost and Northern Ontario will continue to be dependent on the boom/bust economy of the mining and forestry industry.

What then are the important features of our industry?

- (1) Although we are small in number, we do make a very substantial contribution to the Cochrane and Northeastern Ontario economy.
- (2) We utilize renewable resources which, with proper management, can provide annual tourist opportunities indefinitely.
- (3) Like all industry, we require certainty--certainty with regard to the location of our cabins and equipment; and security--security with regard to the long-term tenure of our land use. To stay successful today we are finding that we must invest more and more heavily in buildings and equipment. These investments mean that we must know that we will have relatively undisturbed use of an area for a sufficiently long period of time to make the necessary



investment worthwhile. Other industries, such as the forestry industry now operate on 20-year forest management agreements. We are no different. We require similar long-term land use arrangements.

- (4) We require isolation and remoteness. Our operation must be separate from areas of general public access because:
  - (a) unrestricted public access soon depletes the resources upon which we depend;
  - (b) our clients are purchasing solitude as much as a fishing or hunting opportunity.
- (5) While our industry requires relatively large tracts of undisturbed lakes, there is a good deal of room for reasonable compromise with forestry and other land use activities. Tourist outfitting does not preclude other uses; it does, however, mean that restrictions must be placed on everyone, if we are all to co-exist together in Northeastern Ontario.

While it would be tempting for us now to offer a prescription for all that ails us, such a prescription would not likely be successful. The reason is simple, but one that seems to have eluded government officials recently. It is this: no one, no organization and certainly no single government department is able to fashion the appropriate balance of conflicting and competing interests. If we had our way, we would take a particular approach to the problem. The forest industry would take their approach and the parks people theirs. We all see this great resource called Northern Ontario from our own relatively narrow perspectives, and we all have our own ideas about what is best for us (and thus by implication best for everyone else). But none of us know what is best,



because best means a good deal of compromise among a number of people and industries and government departments.

The best we can do at this point is to alert those people who are going to make recommendations and decisions about northern development (such people as you, Commissioner Falhgren) to the need for a better decision-making process in the North. Our brief is as much about our frustrations with the way in which decisions have been made in the past as it is about what we, the tourist outfitters, need to continue operating . It is about the Detour Lake Road and how the decisions to site and construct the road completely ignored our input and completely circumvented the Act that was designed to improve decision-making, the Environmental Assessment Act. It is about the Ministry of Natural Resource's planning process, a process that seems to do little more than pay lip service to our demands to have a real say in how key planning decisions are made in this part of the province. It is about our total frustration with the decision-making process!

We are asking you now to tell the Premier that tourist outfitting is an important northern business, a business that is worth continuing. But more importantly we are asking you to tell the Premier that if people and industries are to live together in the North, a process is needed that solicits and respects the views of all northerners—not just those who cut the forests, or some other group. A process that listens to all of us will be an open process where people like myself can say



their piece and be listened to. It should be a process that applies to all important decisions in the North--be they decisions about strategic or detailed land use plans or approvals to site and construct new roads. And the process should be one in which those responsible for decisions are clearly identified and clearly made accountable to the public.

We have looked at different ways of improving the decision-making process in the North and feel that the government already has a pretty good process on the statute books. The Environmental Assessment Act would seem to meet most of our concerns--that is, if it applied to all major plans and projects. But as our presentation points out, the two most important decisions made recently in northeastern Ontario--the Detour Lake Road and the Northeastern Strategic Land Use Plan were either exempted from the Act or did not come within it. We recommend therefore that the Act be tightened up--that is really all that is needed--so that it will start working the way it was intended to work. And once that happens and we have a process in which different views can be considered openly and objectively and different alternatives examined by the experts, we are optimistic that our specific concerns about the tourist outfitting industry will be met by government.

While decision-making processes are important and clearly is where the focus should be now, we also feel that we can make some very specific recommendations about our needs and the way in which they can be met in the short run and while we wait for a better process. In addition to



responding to our needs these recommendations also recognize the legitimate interest of others within Northeastern Ontario. Please give them careful consideration. Reforming the decision-making process may be our first priority. It will be a priority without meaning unless something is done immediately to save our industry.



Specific Recommendations for the Tourist Outfitting Industry

(Note that a complete list of recommendations is included as Part 4 of our Presentation)

1. Tourist outfitting be recognized as a legitimate long-term land use. This means that land use permits or licenses of occupation should be issued to tourist outfitters for a minimum of 20 years. This will provide outfitters with the certainty and security needed to plan for future investment and development.
2. Once permits or licenses have been issued, the Ministry of Natural Resources should <sup>only</sup> permit other uses within the outfitting area
  - (a) the use poses no conflict;
  - (b) there is no other means of accommodating the competing use;
  - (c) to the extent that the Ministry of Natural Resources permits incompatible uses within the outfitting area, the Ministry of Natural Resources shall provide the outfitter with a suitable alternative area and compensation for the cost of relocating and/or reconstructing the facilities.
3. Forestry cutting must be carried out in a manner that enhances wildlife habitat, particularly moose, and does not adversely impact on water resources.
4. All forestry access roads must be located according to standard regulations designed to minimize impact of the roads on resources and resource users. Roads should be located according to guidelines proposed by the Northern Ontario Tourist Outfitters Association.
5. Access roads must be constructed and operated in a manner that minimizes impact on other resources, particularly fish and wildlife.



6. Once the area served by the road has been logged and regeneration established, all secondary and tertiary roads must be destroyed to a distance of 1.5 kilometres from the reserve around designated outfitting lakes, or to where they join the main road, whichever is encountered first.



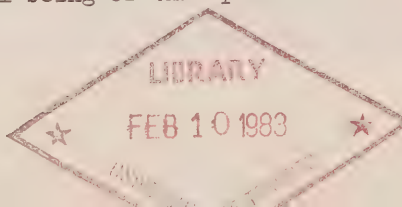
Presented at Cochrane, January 19, 1983  
by Mayor Lawrence Cullen  
Town of Iroquois Falls  
P.O. Box 230  
Iroquois Falls, Ontario  
POK 1G0

Mr. Chairman,

On behalf of the citizens of Iroquois Falls, I wish to express appreciation for the opportunity to submit a written brief to you as well as this opportunity to make a brief oral presentation.

The town of Iroquois Falls is the result of industrial development just south of the 49th parallel of latitude, which at the time of the initial building and for many years afterward was a locale far more remote from the southern part of the province than the area north of the 50th parallel is today. As a community totally dependent for livelihood upon the forest we obviously have a vested interest in the judicious management and wise replenishing of that resource. As a community dependent to a large degree upon the surrounding area for recreational activities we are very conscious of the need for and desirous for the maintenance of an unspoiled environment. As responsible citizens, we are concerned with the preservation of areas presently utilized by native people for their inherent way of life. As citizens of a country dependent for its prosperity upon development of the resources with which it is so richly endowed, we feel very strongly that the development of those resources must not be inhibited and delayed by legislation which may in the long run discourage development all together.

Consequently, the citizens of Iroquois Falls feel that while legislation to protect the northern environment to control indiscriminate industrial development and assure the established rights of native people is essential, such legislation should not be as cumbersome and time consuming as that presently in effect. While this philosophy is in some respect an enigma -- protect the environment on the one hand but promote without delay resource development on the other we feel that such a course of action is essential for both the short term and long term well being of this province and its people.





Many of the present northern communities established below the 50th parallel are dependent upon industry. This makes them extremely vulnerable to fluctuations in that particular sector of the economy. In order to aid in diversification of single industry towns we propose that as development proceeds north of the 50th parallel of latitude the resultant secondary processes such as refining, smelting, etc. which cannot be located in the primary development area be located within established northern communities. The effect of such a policy would be to assist in stabilizing the economy of single industry towns and the retention of economic benefits from northern development in Northern Ontario.

Mr. Chairman, members of the commission, it is but the summing up of the views developed in depth in the brief submitted by the Town of Iroquois Falls to suggest to you that the people of that community feel that while legislation is necessary to protect native rights, to assess and control the environmental impact of industrial developments, the present Environmental Assessment act is too cumbersome and requires procedures which are too time consuming and thus has the effect of either inordinately delaying resource development or of forcing the bypassing of the act. We also feel that northern resource development must be stimulated and assisted and ancilliary benefits must accrue to northern communities.

In closing I must point out that while we have very definite views on what environmental assessment legislation should achieve, we do not have concrete proposals concerning changes which would achieve those ends.



I reject the proposition that anything which is produced in the form of an idea must be considered to be a 'dream' or 'vision' by those who have not produced the idea."

Richard Rohmer

Hearst, January 20 1983

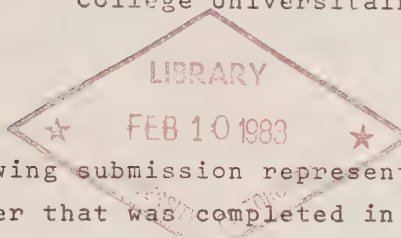
Presented at Hearst, January 20, 1983  
by Victor Granholm

Government  
Publications

SUBMISSION TO THE ROYAL COMMISSION ON THE NORTHERN ENV.

by

GILBERT D. HEROUX, professor  
Collège Universitaire de Hearst



The following submission represents a summary of a research paper that was completed in August 1982 under the graduate program at the Waterloo University School of Urban and Regional Planning.

Its purpose is twofold. First, it proposes the need for a local government reform in Northern Ontario that would look at increasing powers and responsibilities at that level ~~in order~~ to better respond to local conditions. Secondly, as a tool available to decision-makers, it argues in favor of establishing a regional research center whose major objective would be to increase the region's role in the policy and applied research fields.

It is obvious that, given the size of the document that was submitted to you, we can at best present a very partial view of the nature of these proposed changes. It is hoped that the Commission will take the time to review the document carefully and, if necessary, will bring forward any points it would wish to clarify before tabling its final report.

I would also like to stress that, although that even ~~the~~ the document ~~is~~ <sup>s</sup> dealing more with conditions in communities ~~located~~ south of 50, ~~that~~ the principles outlined are also very much applicable to any other community - and may even be more so in the case of native communities where we have seen repeated requests for self-government.



2...

A wide spectrum of topics ~~have been~~ <sup>ARE</sup> covered in the document. They range from broad theoretical concepts through physical descriptions to organizational details on specific projects and to evaluations. This broadness represents an attempt at preparing a comprehensive scenario for a more ordered and planned design for northern development.

In the early parts of the work, the notion of development has been deliberately studied in order to focus on what can be learned from our perception of development conditions in what we call the underdeveloped nations which we perceive only as African, Asiatic or South American. In order to identify clearly which of the Third World conditions apply to our Canadian northern environment, a detailed descriptions of the areas dealt with in this paper - the Canadian Mid-North and Northeastern Ontario - have been prepared. These descriptions fulfill four objectives:

1. To understand the key components of that essential part of Canada,
2. To understand the dynamics of the region, its aspirations and its frustrations;
3. To be able to place the model proposed into its real context and to be able to comprehend the changes it may lead to and the consequences of these changes on the people and the institutions of the North;
4. To grasp the impacts these changes will produce on the province and the country as a whole.

In a more specific sense, the reference to Northeastern Ontario aims at showing that the current approach to development in this province, the inherent weaknesses in the system and the built-in protective devices that maintain the system



3...

are ~~considered~~ among the major conditions this proposal would correct.

While this alternative ~~being proposed~~ certainly ~~doesn't~~ <sup>ISN'T</sup> ~~not~~ represent the only solution to the present conflicts ~~with regard~~ to development in northern Ontario, this two-component approach represents a viable and comprehensive strategy including both research and decision-making. Even though the work focuses more on the research component by proposing the establishment<sup>n</sup> of a regional research center, it also presents, through a reform in the local government structure, a mechanism whereby conditions would be put in place to allow for greater northern participation in the decision-making process. This, it is hoped, would lessen the feeling of alienation felt by northerners in the face of their own development.

The conditions these two changes would contribute to correct are numerous. They would challenge directly:

1. The physical and mental remoteness of northern communities from decision centres which lead to situations of misunderstanding and frustration among residents and local civic leaders
2. The inadequacy of the planning tools presently used by the provincial government to deal with the particular situation of Northern Ontario in terms of economic base, employment structure, population movements, social needs and services, and so on. Policies and programs based on Southern terms of reference and more often than not carried out by people without first-hand knowledge of the area often only satisfy the political needs.



4...

3. The lack of an overall strategy among the multitude of ministries and agencies involved with one aspect or another of development in Northern Ontario makes the process obscure to taxpayers and part-time municipal leaders. It also seems that governments bodies often refuse to do away with some of their powers for fear of jeopardizing the annual budgetary requests. On the other hand, no one ministry seems to have the clear mandate nor the budget to coordinate northern interventions efficiently. Northern Affairs itself has no mandate and apparently no inclination either to carry this out.

4. The difficulty the government seems to have in going from policy to decision to implementation, particularly when the policies would change the established order. And local northern input is at a careful minimum.

Through the proposed changes, it is hoped that the increased local input in the future of the North would be decreasing the negative feelings felt by Northerners, i.e. the frustration of being left out of policy and decision-making, the psychological isolation from the "mainstream" and the alienation created by the sense of parochialism so widespread at the local level.

In conclusion, we submit to this Commission that it should recommend in its final report to the provincial government that more attention should be paid to northern needs and desires and that it stops considering northerners and their institutions as incapable of deciding by and for themselves.



Presented at Geraldton, February 1, 1983  
by: Patrick McGuire, Sr., President  
Lake Nipigon Metis Association  
Bart Verruyt, Pagwa Metis Association  
Eugene LeFrancois, Mun-so-Kahn Metis Assoc.

Government  
EX-19  
19

The Royal Commission on the  
Northern Environment,  
Geraldton, Ontario.

Mr. Ed Fahlgren, Commissioner:

Dear sir;

We the undersigned strongly recommend that the commission stay  
intact, and be allowed to continue holding these hearings.

signed:

Patrick McGuire Sr.  
Patrick McGuire Sr. Lake Nipigon Metis Assoc.

Bart Verruyt  
Bart Verruyt Pagwa Metis Assoc.

Eugene LeFrancois  
Eugene LeFrancois Mun-So-Kahn Metis Assoc.









Presented at Geraldton, February 1, 1983  
by Bart Verryuyt  
Member of the Board  
Ontario Metis Association  
R. R. #1, P.O. Box 11  
Hearst, Ontario  
POL 1NO

Government  
Publication  
Ex. 20

24/01/83.

Appendix A: as read out at the Royal Commission on the Northern Environment hearing, 20/01/83 in the town of Hearst, Ont.

On the Decision Making Process:

That all projects that have Environmental or ecological impact on the environment, first come under the direct consultation and scrutiny of the Aboriginal Peoples of this land as defined by the Canada Act:

ex:

I would like to see that the strip mining of the Algoma Central Railway limits be stopped, until the province determines the present and future impact these operations are having on the waterways, food chain, and not to mention the Boreal forest as a whole / A.C.R. being a large tract of land, it is of major concern to all the Aboriginal people of Canada.

Bart Verryuyt



Member of the Board,  
Ontario Metis Association.

c.c. Royal Commission on the Northern Environment  
c.c. Ontario Metis Association.









24/01/83.

Ex. 21

Dear Sir/ Madam:

We at Pagwa River Crossing Metis Indian Settlement have just been notified that application for closing this section of the VIA-CN Railway has been made, and briefs regarding this should be forwarded by Feb. 15, 1983. This allows only one month to contact and bring in appropriate expertise to the settlement to do the necessary research and indepth study of our community project as set out in the brief forwarded to the Royal Commission on Northern Environment re: Pagwa River Crossing Land settlement; Pagwa River Crossing Metis Indian Settlement.

The C.N. workers who work on the four sections would like to continue living at Pagwa River Crossing and working as before. Since most of the workers are Metis who consider this their life's home, we request that you allow at least one year before coming to a decision regarding the closing of the section of VIA-CN from Calstock to Nakina. This would enable the members of this community to develop ways of establishing this area into a viable settlement for residence of Metis Indian people, including development of secondary industries already being considered.

Meanwhile we are continuing with efforts to begin feasibility studies sponsored by C.N.A. or Native Community Branch Act: re: Pagwa River Crossing Land Settlement already forwarded to the Royal Commission for Northern Environment in early January.

At present we require funding to transport and set up the necessary machinery such as saws, planers, sanders, and worktables as follows for the craft shop opening:

a) Main portable saw: 1) transportation	\$ 400.00
2) set-up labour	900.00
3) canopy cover	500.00
4) start up test	800.00
b) Craftshop set up and paint	900.00
Total	\$3500.00

We will also require \$2500 to complete renovation of a group home to house 6 children and 2 support staff, and immediate travel funds of \$2000 for research workers, and expenses of \$1000, (total \$3000 for workers).

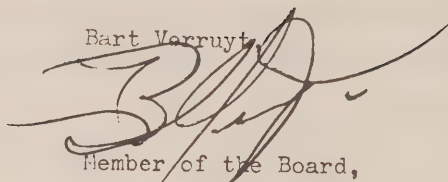




(2)

Pagwa River Crossing Metis Indian Settlement,

Bart Verruyt



Member of the Board,

Ontario Metis Association.

c.c. VIA  
c.c. C.N.  
c.c. Royal commission on Northern Environment  
c.c. O.M.A.  
c.c. Indian Secretariat

Presented at Geraldton, February 1, 1983  
on behalf of the Pagwa Metis Association  
by Bart Verruyt

Member of the Board  
Ontario Metis Association  
R. R. #1, P.O. Box 11  
Hearst, Ontario  
POL 1N0



My name is Hector C. King. I was born in 1922 in Nipigon, Ontario, alongside of what was then a world famous trout fishing stream. I was schooled in Fort William at the St. Joseph's Boarding School.

In 1939 I joined the Canadian Army in Beardmore, Ontario. I saw combat duty in Sicily, North Africa, Italy, France, Belgium, and Holland. I am proud to have served my country.

In 1965 I became the founding president of the Armstrong Indian and Metis Association. This was during the days of the Company of Young Canadians. I learned a great deal from them about the politics of this country.

I am still president of the Armstrong Metis Association as well as Elder for Zone Two of the Ontario Metis Association.

Today, I wish to speak to you of many things. Things which make life for my people harder than it need be. I hope you will listen well.





### Conclusion

Please ~~don~~ do not think that we have come to this commission to in anyway beg favours of the whiteman. We have survived with only hindrances placed before us by the whiteman and we can continue to survive.

If, however, you might wish to help us in these things which we have requested, the meeting of our ways will be much more harmonious and productive.



Lakehead University  
Thunder Bay, Ontario

NUMBER OF COURSES, BY PROGRAM,  
OFFERED IN NORTHWESTERN ONTARIO CENTRES  
BY THE FACULTY OF EDUCATION,  
LAKEHEAD UNIVERSITY, 1978-79 TO 1982-83

Ex. 23

	Armstrong	Atikokan	Dryden	Ear Falls	Fort Frances	Geraldton	Ignace	Kenora	Longlac	Manitouowadge	Marathon	Nipigon/Red Rock	Red Lake	Terrace Bay	Sault Ste. Marie	Sioux Lookout	Total
<u>Bachelor of Education</u> <u>(Extension) Program</u>																	
1978-79																	
1979-80			1		2									1			4
1980-81			2		2			1		1	1						7
1981-82	1	1	1	1	1	2			1	1				1			10
1982-83	1	1	1	2	1		1	1				1	1	1		1	12
Total (1978-79 to 1982-83)	2	2	5	3	6	2	1	2	1	2	1	1	1	3		1	33
<u>Master of Education Program</u>																	
1978-79			1			1		1									3
1979-80			1			1		1						1			4
1980-81			1		2	2		2						2	2	2	13
1981-82			1		2	2		2			1			2	2	1	13
1982-83			1		2	2		2						1	2	1	11
Total (1978-79 to 1982-83)			5		6	8		8			1			6	6	4	44

- Note: 1. Courses offered through the Bachelor of Education (Extension) Program are full-courses (60 hours of lectures, plus 65 hours of practicum).
2. Courses offered through the Master of Education Program are half-courses (30 hours of lectures).







ANISHENABAY COMMUNITY TRAPLINE AND DEVELOPEMENT

BOUNDARY

Summer Beaver Land-Use Plan.

Submitted to; Royal Commission on the Northern  
Environment

Submitted by; Summer Beaver Settlement Council

Summer Beaver

Via; Pickle Lake, Ontario.

Telephone; 807 593-2232 or 2131

Date; Monday, April, 11th, 1983.

Thunder Bay, Ontario.

Location; Valhalla Inn.



## TABLE OF CONTENTS

Introductory Remarks

PART I      Historical Perspective/General Overview

PART II     Development of Summer Beaver Land Use Plan.

PART III    Community Plan

- Swimming, Picnic and Camping Areas/Gardening
- Community Forest
- Canoe Routes
- Reserve Status

PART IV     Existing Development

- Commercial Fishing
- Trapping Cabins
- Cemetaries

PART V      Future Economic Development

- Outpost Camps
- Commercial Fishing
- Wild Rice Harvesting

PART VI     Anishenabay Community Trapline And Development Boundary

PART VII    RECOMMENDATIONS



APPENDICES

APPENDIX A Historical perspective/general Overview

APPENDIX B Development of Summer Leaver Land Use Plan  
-Documents of Support



## INTRODUCTION

Mr. Commissioner, I would like to begin our presentation before you today by introducing the members of our delegation from Summer Beaver as our legal counsel. For the benefit of others present today, Summer Beaver is approximately 250 air miles northeast of Sioux Lookout, Ontario.

Mr. Commissioner, we sincerely express our appreciation to you and others here today for listening to our presentation. Our entire community as represented by our delegation regard these matters to be of critical importance, and any decisions based on your recommendations or lack thereof could prove detrimental to the survival of our community and way of life.

Mr. Commissioner, we will now commence with our presentation.



HIS ORIGIN, PERSPECTIVE/GENERAL OVERVIEW

Mr. Commissioner, the first component of our presentation is a historical perspective and general overview on the development of our community. Hopefully, this information will serve to assist and guide your understanding of our deep attachment to the land under discussion, and the design and development of our land use, community and economic development plans.

Mr. Commissioner, we are the Nibinamik people which translated into english means the Summer beaver people. Many people believe we originally moved from Lansdowne House to Summer beaver in 1975 to establish a new and unique community. Briefly, we would like to take a few moments of your time to set the historical record straight.

The people of Summer beaver did not leave Lansdowne House to reside in a new or different place. We returned to the area of our original community, and returned to the land we have always hunted, fished and trapped.

While living in the old Summer beaver site and area we were informed by the Department of Indian Affairs that it was now law for our children to attend school and that our children would have to attend the school in Lansdowne House. Not desiring to have our children attend the school in Lansdowne House and their parents living in old Summer beaver and area or such would split our families, we decided to obey the new law and move our entire community to Lansdowne House. Another factor that influenced our decision



DEVELOPMENT OF COMMUNITY-BASED LAND USE PLANS

Prior to 1975 we were involved in our own land use planning and resource management process. Discussions were held and decisions reached concerning the management and allocation of our resources. With the advent of the Strategic Land Use Planning process and particularly the Strategic Management Plan proposal we soon realized that our methods of documentation and presentation would have to change.

In 1975 to 1981 we commenced with documentation of community concerns and a study was undertaken for further community discussion that would have to be held prior to any external presentation. Once the first stage of our research and public participation components were completed we commenced to draft our official plans in 1981/82.

On September 20, 1982, at the RCNE Thunder Bay Office, our first external presentation was made to the RCNE, the Ministry of Natural Resources, and the Department of Indian Affairs. We believe our presentation was well received by all concerned, but we have not had much of a response to date and we know not what the parties concerned will do with the information provided. We decided to continue with the pursuit of our planning and other objectives with these and other appropriate parties.

On September 20, 1982 information officers from the RCNE visited our community to further discuss our plans at a community meeting.



On November 23, 1982 we further presented an up-date of our plans at your informal public hearing in Sioux Lookout, Ontario. While in Sioux Lookout we took advantage of the opportunity and presented our Economic Development proposals to the Ministry of Natural Resources. We believe your Commission has a copy of this document.

On March 22, 1983 we appeared before you at your preliminary meeting, at this same location, to secure standing in your formal hearing process. On April 4, 1983 you travelled to Summer Beaver to once again see our community first hand, your previous visit occurring on January 19, 1979. The time you have expended with our people is appreciated. Also, we would indeed be remiss if we did not express our sincere appreciation for your continued assistance to help defray our travel and legal costs. We believe you will see that our presentation before you today is further refined.

We would like to emphasize that our entire land use plan was prepared locally and without government assistance. We trust that these factors will demonstrate our total commitment to our plan. Appendix 2 is attached as but a small example of the community involvement and support behind the plans that are before you today.



COMMUNITY PLAN

Mr. Commissioner, with the aid of visual, overhead displays we would like to illustrate and explain our Community Plan at this time. Briefly, our community plan consists of three projects that are considered critical for the future development of our community. These projects are as follows:

Swimming, Picnic and Camping Area/Gardening

Our community prefers to set aside selected sites for the express purposes of camping, picnics and swimming. This endeavour would not only serve our social and recreation needs, but would also be of assistance in the prevention of forest fires and littering. At each site garbage cans and pits would be installed, fireplaces built and poles cut and stored for campers tents.

Presently, we have set aside two areas for community gardens with the assumption that further sites will be selected in the future. We regard the benefits of this project to be the provision of fresh vegetables at a reason cost, and the generation of employment.

Community Forest

This project consists logging for the construction of housing and any other buildings, facilities and services related to the usage of timber --such as our sawmill and firewood. Our community forest would only be utilized for these purposes as far as logging is concerned; therefore, this area cannot be



licensed for timber and no mining or any other claims can be staked within this area as it would negatively impact upon our community forest.

### Canoe Routes

With the high degree of travel between Summer Beaver and surrounding communities we propose to establish proper canoe routes between these communities. Canoe routes would also be used by local residents, visitors and would help facilitate the future development of our tourism business. The primary work to be undertaken is the cutting of good portages and the establishment of proper camp sites.

Mr. Commissioner, the other component of our Community Plan is the establishment of our Reserve Status.

### Reserve Status

The issue of reserve status for Summer Beaver is by no means a new one. The people of Summer Beaver have had in-depth discussions regarding the status of their land. This planned action is based on our belief that local control of all future development is an absolute necessity. We insist that the controls of development lie in the hands, and only in the hands, of the peoples local elected representatives.

In order to assure a guaranteed legal base for such control the people of Summer Beaver insist that the land they presently inhabit be formally changed from Provincial Crown Land to Status Indian Reserve. Further, this is not a proposal to only establish a Reserve. We are also concerned about the surrounding area as it holds the future for our children for



generations to come. In this regard the people of Summer Beaver request the following:

- 1) That a Reserve be granted taking in the area presently innabited and further providing adequate space for population growth and expansion.
- 2) That the people of Summer Beaver must be consulted by and a locally satisfactory agreement reached with the Ministry of Natural Resources or any other provincial or federal agencies regarding any undertakings concerning this land.

Mr. Commissioner, while this may appear to be tough stance to take, we believe that in all your wisdom you will understand the importance of land in our lives. We must strive to get as near as possible to the state of self-sufficiency. Only then can we truly share as equals with the rest of society.



ANISHENABAY COMMUNITY TRAPLINE  
AND DEVELOPEMENT BOUNDARY.

Summer Beaver Land Use Plan.

Community Plan-

"PROPOSED GARDENING AREAS"



Legend;

- -Summer Beaver.
- -Sites.

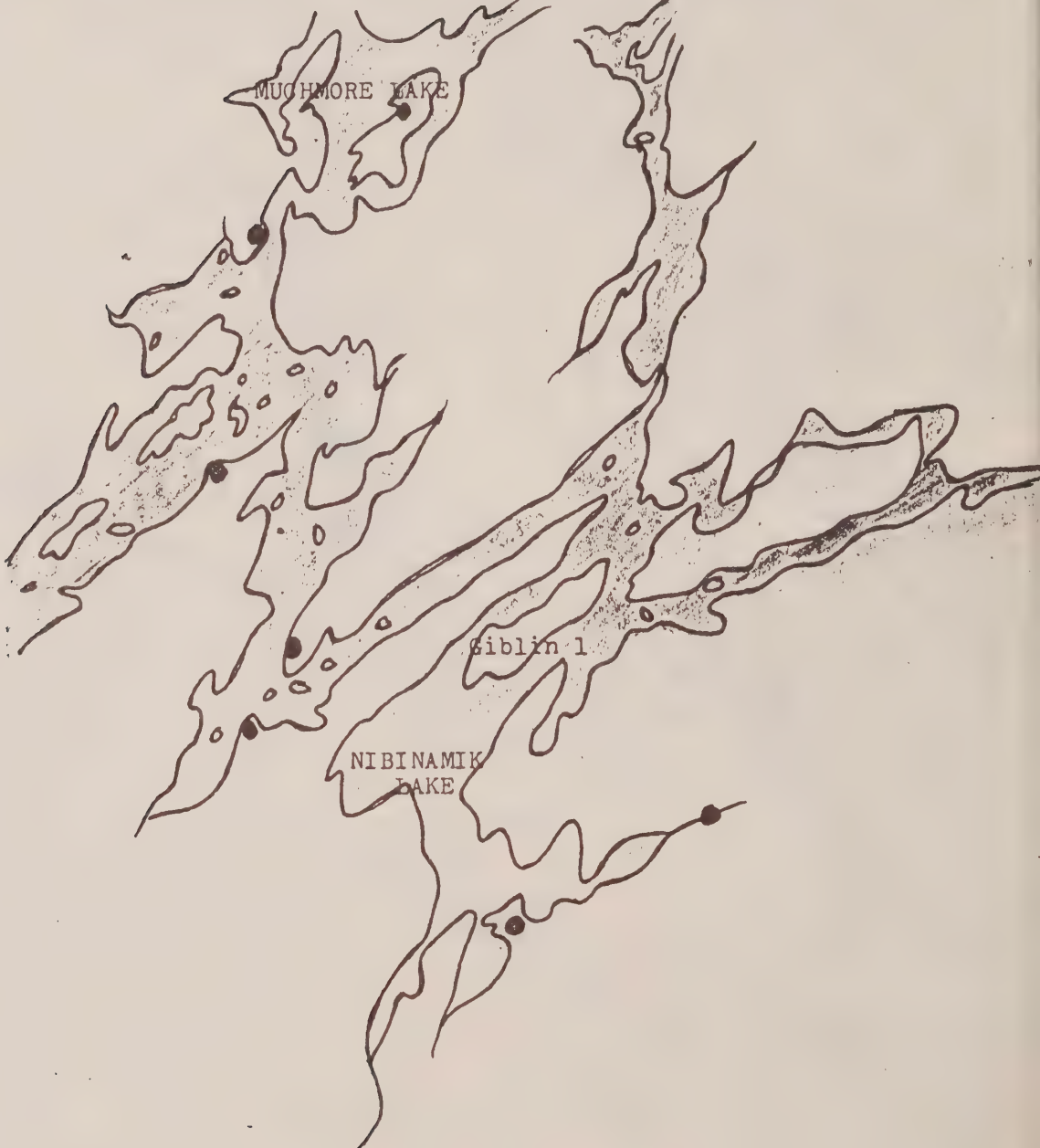


ANISHENABAY COMMUNITY TRAPLINE  
AND DEVELOPEMENT BOUNDARY.

Summer Beaver Land Use Plan.

Community Plan-

"PROPOSED CAMPING AREAS"



Legend;

- -Summer Beaver.
- -Sites.



ANISHENABAY COMMUNITY TRAPLINE &  
AND DEVELOPEMENT BOUNDARY.

Summer Beaver Land use Plan.

-Community Plan-

"PROPOSED SWIMMING AND PICNIC AREAS"





ANISHENABAY COMMUNITY TRAPLINE  
AND DEVELOPEMENT BOUNDARY.

COMMUNITY PLAN:





ANISHENABAY COMMUNITY TRAPLINE  
AND DEVELOPEMENT BOUNDARY.

WINIPIK RIVER

WIBENAMIK  
LAKE

Community Plan-

"CANOE ROUTE"

PHEAGON  
LAKE

BROADLY  
LAKE

Legend;

- -Summer Beaver.
- -Anishenabay Community  
Trapline and Develope-  
ment Boundary.

PINEIMUTA RIVER

WABANIA LAKE

WOSKIN RIVER

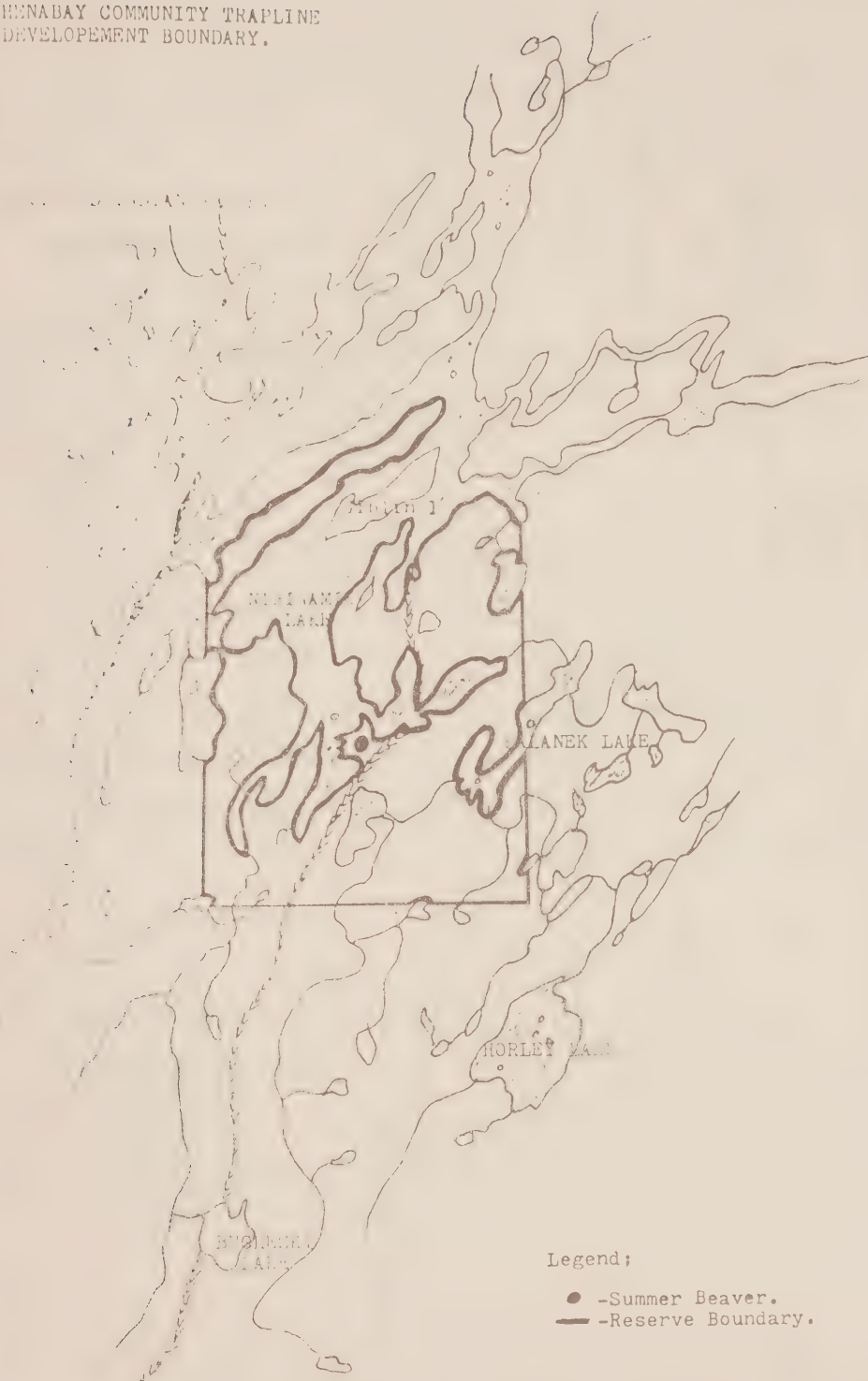


ANISHENABAY COMMUNITY TRAPLINE  
AND DEVELOPEMENT BOUNDARY.

*Handwritten notes:*  
 3000  
 2000  
 1000  
 500  
 250  
 125  
 62.5  
 31.25  
 15.625  
 7.8125  
 3.90625  
 1.953125  
 .9765625  
 .48828125  
 .244140625  
 .1220703125  
 .06103515625  
 .030517578125  
 .0152587890625  
 .00762939453125  
 .003814697265625  
 .0019073486328125  
 .00095367431640625  
 .000476837158203125  
 .0002384185791015625  
 .00011920928955078125  
 .000059604644775390625  
 .0000298023223876953125  
 .00001490116119384765625  
 .000007450580596923828125  
 .0000037252902984619140625  
 .00000186264514923095703125  
 .000000931322574615478515625  
 .0000004656612873077392578125  
 .00000023283064365386962890625  
 .000000116415321826934814453125  
 .0000000582076609134674072265625  
 .00000002910383045673370361328125  
 .000000014551915228366851806640625  
 .0000000072759576141834259033203125  
 .00000000363797880709171295166015625  
 .000000001818989403545856475830078125  
 .0000000009094947017729282379150390625  
 .00000000045474735088646411895751953125  
 .000000000227373675443232059478759765625  
 .0000000001136868377216160297393798828125  
 .00000000005684341886080801486968994140625  
 .000000000028421709430404007434844970703125  
 .0000000000142108547152020037174224853515625  
 .00000000000710542735760100185871124267578125  
 .000000000003552713678800500929355621337890625  
 .0000000000017763568394002500464678106689453125  
 .00000000000088817841970012502323390533447265625  
 .0000000000004440892098500625116167426672236328125  
 .00000000000022204460492503125578337133361181640625  
 .00000000000011102230246251562789168666805903125  
 .000000000000055511151231257813945843334029515625  
 .0000000000000277555756156289069729216670147578125  
 .00000000000001387778780781445348646083350737890625  
 .000000000000006938893903907226743230416753689453125  
 .0000000000000034694469519536133716152083768447265625  
 .0000000000000017347234759768066858076041884236328125  
 .00000000000000086736173798840334290380209421181640625  
 .000000000000000433680868994201671451901047105903125  
 .0000000000000002168404344971008357259505235529515625  
 .00000000000000010842021724855041786297526177647578125  
 .000000000000000054210108624275208931487630888237890625  
 .0000000000000000271050543121376044657438154441181640625  
 .00000000000000001355252715606880223287190772205903125  
 .000000000000000006776263578034401116435953861029515625  
 .0000000000000000033881317890172005582179769305147578125  
 .000000000000000001694065894508600279108988465257890625  
 .0000000000000000008470329472543001395544942326289453125  
 .00000000000000000042351647362715006977724711631447265625  
 .000000000000000000211758236813575034888623558157236328125  
 .0000000000000000001058791184067875174443117790786181640625  
 .00000000000000000005293955920339375872215588953930903125  
 .000000000000000000026469779601696879361077944769654515625  
 .000000000000000000013234889800848439680538972384827265625  
 .0000000000000000000066174449004242198402694861924136328125  
 .00000000000000000000330872245021210992013474309620681640625  
 .000000000000000000001654361225106054960067371548103403125  
 .0000000000000000000008271806125530274800336857740517015625  
 .00000000000000000000041359030627651374001684288702585078125  
 .000000000000000000000206795153138256870008421443512925390625  
 .0000000000000000000001033975765691284350042107217564626953125  
 .00000000000000000000005169878828456421750210536087823134765625  
 .000000000000000000000025849394142282108751052680439115673828125  
 .0000000000000000000000129246970711410543755263402195578369140625  
 .0000000000000000000000064623485355705271877631701097789184765625  
 .00000000000000000000000323117426778526359388158505488945921878125  
 .0000000000000000000000016155871338926317969407925274447296093828125  
 .00000000000000000000000080779356694631589847039626372236480469140625  
 .000000000000000000000000403896783473157949235198131861182402345625  
 .0000000000000000000000002019483917365789746175990659305912011728125  
 .00000000000000000000000010097419586828948730879953296529560058640625  
 .000000000000000000000000050487097934144743654399766482647800293203125  
 .0000000000000000000000000252435489670723718271998832413239001466015625  
 .00000000000000000000000001262177448353618591359994162066195007330078125  
 .000000000000000000000000006310887241768092956799970810330975036650390625  
 .0000000000000000000000000031554436208840464783999854051654875183251953125  
 .00000000000000000000000000157772181044202323919999270258274375916259765625  
 .000000000000000000000000000788860905221011619599996351291371879581298828125  
 .0000000000000000000000000003944304526105058097999981756456859397906494140625  
 .00000000000000000000000000019721522630525290489999908782284296989532470703125  
 .000000000000000000000000000098607613152626452449999543911421484947662353515625  
 .0000000000000000000000000000493038065763132262249997719557107424738311767578125  
 .0000000000000000000000000000246519032881566131124998859778553712369155883828125  
 .00000000000000000000000000001232595164407830655624994298892768561845779419140625  
 .000000000000000000000000000006162975822039153278124971494461342809228897095703125  
 .0000000000000000000000000000030814879110195766390624857472306714046144485478515625  
 .00000000000000000000000000000154074395550978831953124287361533570230722427392578125  
 .000000000000000000000000000000770371977754894159765621436807667851153612136962890625  
 .000000000000000000000000000000385185988877447079882810718403833925576806068481447265625  
 .0000000000000000000000000000001925929944387235399414053572019169627884030342407236328125  
 .00000000000000000000000000000009629649721936176997072026860095848139420151712036181640625  
 .000000000000000000000000000000048148248609680884985360134300479240697100758560180903125  
 .0000000000000000000000000000000240741243048404424926800671502396203485503792800904515625  
 .00000000000000000000000000000001203706215242022124634003357511981017427518964004522578125  
 .000000000000000000000000000000006018531076210110623170016787559905087137594820022612890625  
 .0000000000000000000000000000000030092655381050553115850083937799525435687974100113064453125  
 .00000000000000000000000000000000150463276905252765579250419688997627178439870500565322265625  
 .000000000000000000000000000000000752316384526263827896252098444988135892199352502826611328125  
 .000000000000000000000000000000000376158192263131913948126049222249406946099676251413305640625  
 .0000000000000000000000000000000001880790961315659569740630246111247034730498381257066778203125  
 .00000000000000000000000000000000009403954806578297848703151230556235173652491906285333891015625  
 .000000000000000000000000000000000047019774032891489243515756152781175868262459531426669455078125  
 .0000000000000000000000000000000000235098870164457446217578780763905879341312297657133347275390625  
 .00000000000000000000000000000000001175494350822287231087893903819529396706561488285666736376953125  
 .000000000000000000000000000000000005877471754111436155439469519097646983532807441428333681884765625  
 .0000000000000000000000000000000000029387358770557180777197347595488234917664037207141668409423828125  
 .00000000000000000000000000000000000146936793852785903885986737977241174588320186035708342047119140625  
 .000000000000000000000000000000000000734683969263929519429933689886205872941600930178541710235595703125  
 .0000000000000000000000000000000000003673419846319647597149668449431029364708004650892708551177978515625  
 .00000000000000000000000000000000000018367099231598237985748342247155146823540023250441342755889892578125  
 .00000000000000000000000000000000000009183549615799118992874171122357773411770011625022067137944945140625  
 .000000000000000000000000000000000000045917748078995594964370855611788867058850058125011033568972472703125  
 .0000000000000000000000000000000000000229588740394977974821854278058944335294250290625005516784473613515625  
 .00000000000000000000000000000000000001147943701974889874109271390294721676471251453125002758392236867578125  
 .0000000000000000000000000000000000000057397185098744493705463569514736083823562557656250013791961181640625  
 .000000000000000000000000000000000000002869859254937224685273178475736804191178127882812500068959805903125  
 .00000000000000000000000000000000000000143492962746861234263658923786840209558906394140625000344799029515625  
 .000000000000000000000000000000000000000717464813734306171318294618934201047794531970703125000172399514765625  
 .00000000000000000000000000000000000000035873240686715308565914730946710052389726598535156250000861997573828125  
 .0000000000000000000000000000000000000001793662034335765428295736547335502619486329926757812500004309987869140625  
 .0089683101716788271414786827366775130974316496133890625000021549939345703125  
 .004484155085839413570739341368338756548715824806694531250000107749696728515625  
 .0022420775429197067853696706841693782743579124033472656250000053874848364278125  
 .001121038771459853392684835342084689137178956201673632812500000269374241821390625  
 .00056051938572992669634241767104234456858947810083681640625000001346871209106953125  
 .0002802596928649633481712088355211722842947390504184082031250000006734356045534765625  
 .000140129846432481674085604417760586142147369525209204101562500000033671780227673828125  
 .007006492321624083704280220888029307107368476260460205078125000000168358901138369140625  
 .0035032461608120418521401104440146535536842381302301025390625000000084179450569174515625  
 .001751623080406020926070055222007327677692119065115051269531250000000420897252845872578125  
 .00087581154020301046303502761100366388884605950275575256476562500000002104486264229362890625  
 .0004379057701015052315175138055018319444230297513778762823828125000000010522431321146814453125  
 .000218952885050752615758756902750915972211514875688938141191406250000000052612156605734072265625  
 .00010947644252537630787937845137545798610575743784446907059570312500000000263060783028670361328125  
 .0054738221262688153939689225687728993052878718922234535297851562500000001315303915143351806640625  
 .002736911063134407696984461284386449652643935946111726764892578125000000006576519575716759033203125  
 .00136845553156720384849223064219322482632196797305586338244628906250000000032882597878583795166015625  
 .00068422776578360192424611532109661241316098398652793169122314453125000000001644129893929189758330078125  
 .00034211388289180096212305766054830620658049199326396584561157226562500000000082206494696459487916650390625  
 .0001710569414459004810615288302741531032902459966319829228057861328125000000000411032473482297439583251953125  
 .0085528470722950240530764415137076551645122998315991461402893066406250000000002055162367411487197916259765625  
 .0042764235361475120265382207568538275822561499157995730701446533203125000000000102758118370574359895812998828125  
 .00213821176807375601326911037842691379112807495789978653507232666015625000000000513790591852871799479064994140625  
 .0010691058840368780066345551892134568955640374789498932675361633300781250000000002568952959264358997395324970703125  
 .000534552942018439003317277594606728447782018724474946633768081665039062500000000012844



ANISHENABAY COMMUNITY TRAPLINE  
AND DEVELOPEMENT BOUNDARY.



Legend;

- -Summer Beaver.
- -Reserve Boundary.



CONFIDENTIAL

CONFIDENTIAL

Presently, there are three development projects within our area which are as follows:

Commercial Fishing

Summer Beaver has two existing commercial fisheries operations that provide for local consumption and export. One fishery is solely community owned and the other is a joint venture between the community and Robert and Sons.

Trapping Cabins

The trappers of Summer Beaver have continued, over the decades, to construct cabins along their traplines. Trappers and at times their entire families utilize these facilities. Work has been undertaken and will continue to be undertaken to both renovate existing facilities and construct new facilities. It should be noted that these cabins will be further utilized in the development of our tourism industry.

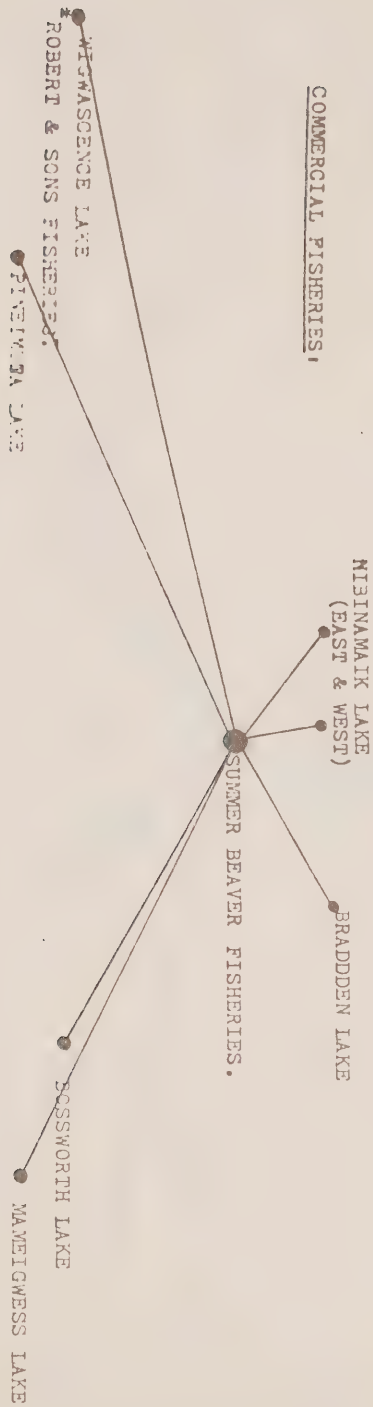
Gravities

Many of our elders have been able to locate and identify grave sites in the Summer Beaver area. We will continue to beautify, and properly mark and record these sites. An examination of our maps will indicate that these sites tend to coincide with the locations of our traplines and cabins.



# ANISHENABAY COMMUNITY DEVELOPEMENT AND DEVELOPEMENT BOUNDARY.

## COMMERCIAL FISHERIES:



- 1) NIBINAMIK LAKE (EAST & WEST) - 9 mi.
- 2) BRADDEN LAKE. - 12 mi.
- 3) BOSSWORTH LAKE. - 18 mi.
- 4) MAWEIGWESS LAKE. - 30 mi.
- 5) PINEWITA LAKE. - 32 mi.
- 6) WIGWASCEENCE LAKE. - 42 mi.



ANISHENABAY COMMUNITY TRAPLINE  
AND DEVELOPMENT BOUNDARY.

TRAPPING CABINS:

MUCHMORE LAKE.

OLD NIBINAMIK.

LAROCQUE LAKE.

STEED LAKE.

MAMEIGWESS LAKE.

MICHIKENOPIOK LAKE.

WISHAK LAKE.

PREAKOW LAKE.

PINEAU LAKE.

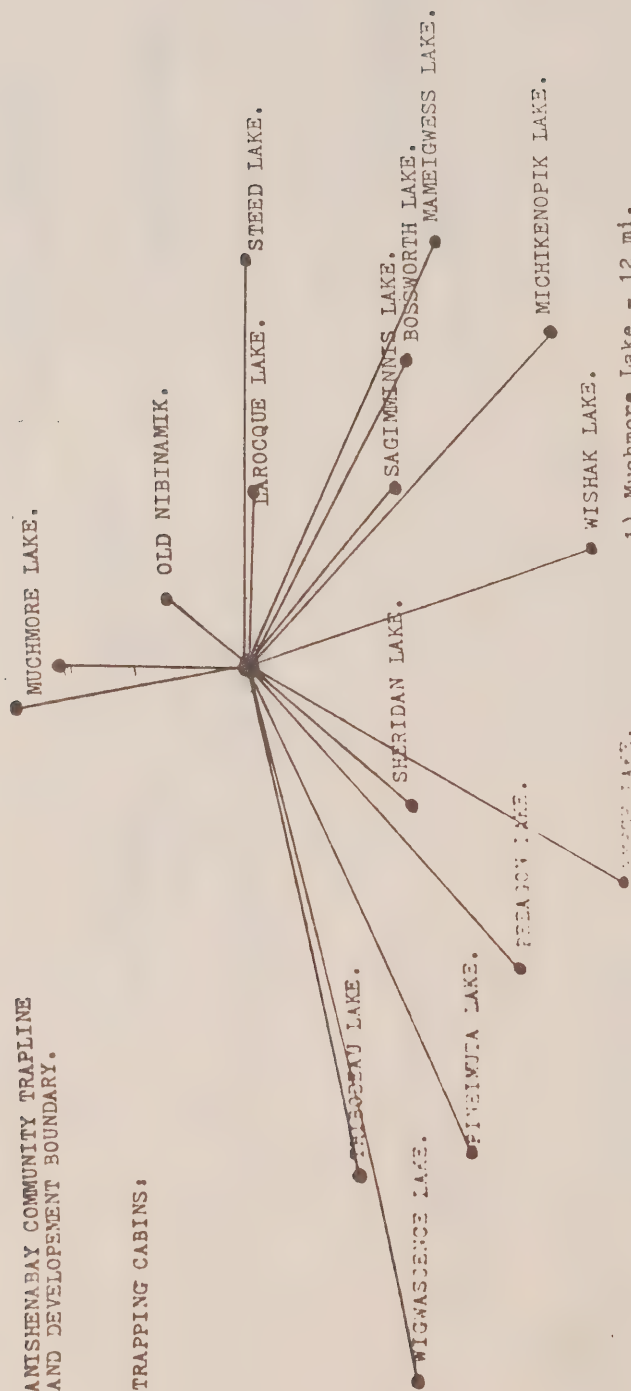
WIGNASENCE LAKE.

SAGIMMINIS LAKE.

BOSSWORTH LAKE.

MAMEIGWESS LAKE.

OLD NIBINAMIK.

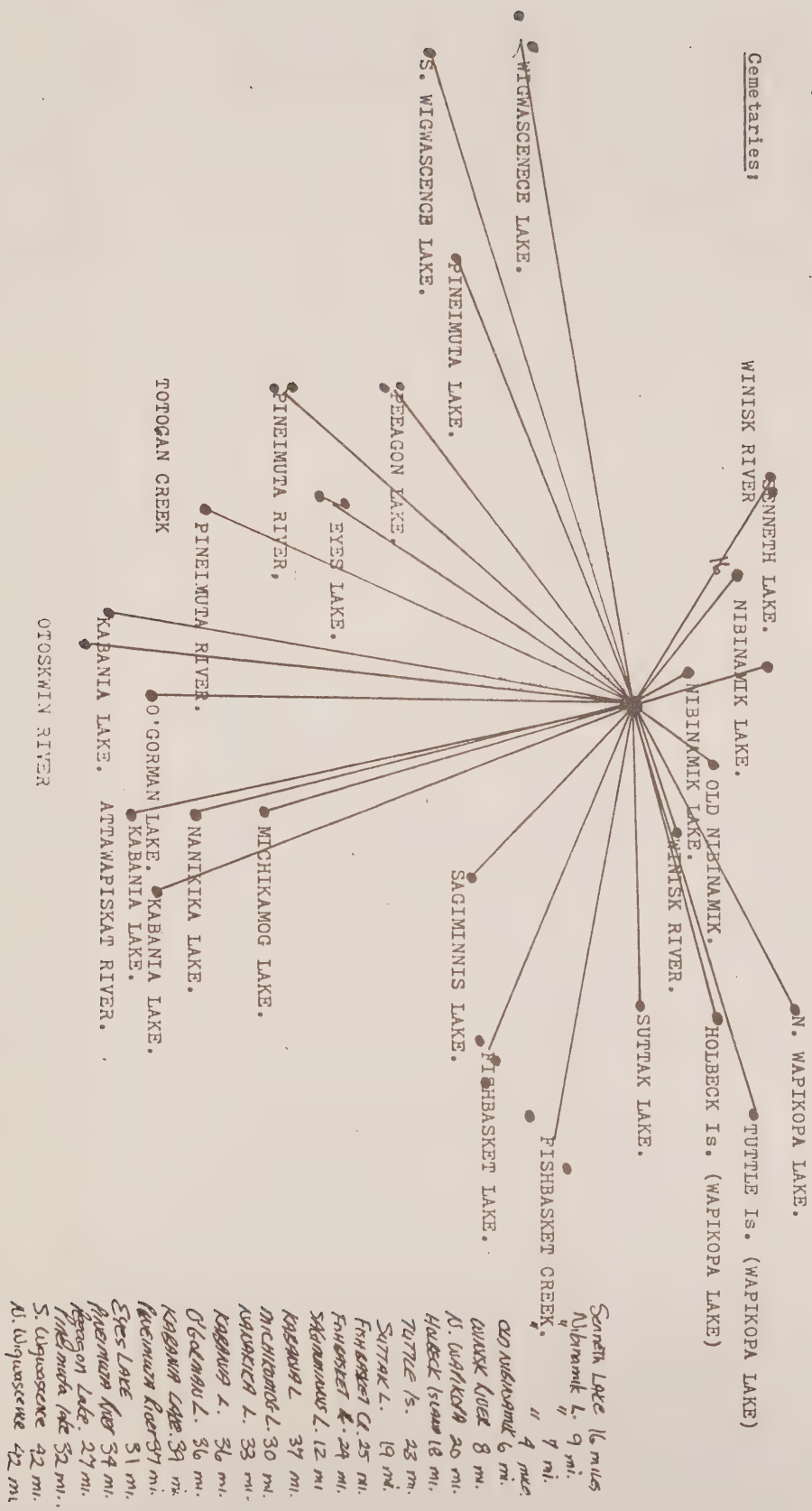


- |     |                  |          |
|-----|------------------|----------|
| 1)  | Muchmore Lake    | - 12 mi. |
| 2)  | Old Nibinamik    | - 6 mi.  |
| 3)  | Larocque Lake    | - 12 mi. |
| 4)  | Steed Lake       | - 18 mi. |
| 5)  | Mameigwess L.    | - 26 mi. |
| 6)  | Bossworth L.     | - 18 mi. |
| 7)  | Saginawminnis L. | - 10 mi. |
| 8)  | Michikenopik L.  | - 25 mi. |
| 9)  | Aishak L.        | - 24 mi. |
| 10) | Eyes L.          | - 31 mi. |
| 11) | Redwood L.       | - 26 mi. |
| 12) | Redwood L.       | - 32 mi. |
| 13) | Redwood L.       | - 42 mi. |
| 14) | Redwood L.       | - 42 mi. |



ANISHENABAY COMMUNITY TRAPLINE  
AND DEVELOPEMENT BOUNDARY.

Cemeteries:









FUTURE ECONOMIC DEVELOPMENT

Mr. Commissioner, we desire to have locally controlled, orderly development occur within our area. We support your position that development must not take place at the expense of the environment. In terms of the human element of the environment we are that element in our area. We believe that with our interests at stake in a very direct manner, we are in the best position to ensure that orderly development take place and not at the expense of our environment.

Summer Beaver is striving to provide needed employment to both our existing adult population and our children for generations to come. Our goal is to achieve a position of full employment and to come as near as we can to a situation of self-sufficiency. In order to achieve such goals we maintain and expand our traditional activities of hunting, fishing and trapping and continue to develop other non-traditional activities.

To date we have developed a number of economic activities without government assistance as can be witnessed by anyone visiting our community. Mr. Commissioner, we actively solicit your support to help us secure the time and rights to continue along the development process towards self-sufficiency and thereby allow us to participate with the rest of society as equal partners and with dignity.

Presently, we have examined three areas of economic development that we propose to undertake in the near future, and in some cases have



already initiated development, and these activities are as follows:

#### Outpost Camps

Twenty lakes have been designated, to date, for the development of tourism operations, all within the Anishenabey Trapline and Development Boundary.

It has been agreed that the main camp or operations base will be located in Summer Beaver proper. No camps or sport fishing activities will occur on the same lakes as any commercial fishing operation. Our community strongly believes that wherever possible these camps must be developed without government assistance.

We do not want any interference from Provincial Parks, mining, forestry, hydro or any other activity by sources external to our community or area.

#### Commercial Fishing

We have decided to expand our commercial fishing operations and have proposed that nine locations be developed and that all nine locations be licensed for such activities. Commercial fishing is a traditional activity that we desire to retain, and expand for the further development of our community.

#### Wild Rice Harvesting

Twelve areas are proposed for the planting, harvesting and long term management of wild rice. We intend to undertake an intensive research and development program to ensure every opportunity of success. It should be noted that wild rice is not a new activity to our area and harvesting



occured in the past. In essence this would be the revival  
and orderly development of a traditional activity.



ANISHENABAY COMMUNITY TRAPLINE AND DEVELOPMENT BOUNDARY

Before concluding and stating our recommendations Mr. Commissioner, we would like to explain the meaning of the name Anishenabay Community Trapline and Development Boundary so that all people will have the same understanding of our plan.

The name begins by referring to the Indian people of Summer Beaver who worked voluntarily throughout the process of the research and planning phases without requesting government funding.

It contains the sense of community because the overall purpose of the plan is intended to protect and preserve the way of life of the people of Summer Beaver in continued freedom to hunt, fish and trap in the area where our ancestors are buried and our children are growing up.

We have already mentioned that the collapsing of the internal boundaries of the trap line area where people of Summer Beaver hold trapping licences will be accompanied by development. Besides the economic development projects that we are proposing to undertake the area will be available for development by outside interests, Indian or non-Indian, providing that direct consultation is undertaken beforehand with the people of Summer Beaver.

The consultation of any development by an outside interest within the boundary of the plan will be based on a necessary



agreement that reflects a sharing of resources, employment opportunities and economic benefits without adversely affecting the activities of the people of Summer Beaver protected within the boundary.

Any development by an outside interest within the boundary of the plan will be based on a size and scale suited to the ability of the people of Summer Beaver to participate without creating any adverse relations between two walks of life.

We are very happy Mr. Commissioner that the Honourable Alan Pope Minister of Natural Resources is here today to hear this presentation so that he will be better able to understand our plan. As a Minister of the Government of Ontario to whom you will be making your final report and as the Minister responsible for land use planning in Ontario, we hope that you will take the opportunity to discuss the Anishenabay Community Trapline with each other in the days to come.



RECOMMENDATIONS

Mr. Commissioner, we now wish to state our conclusions. You are well informed of our land use plans, and as of today Mr. Pope knows more about them as well. We are certain that any recommendations you make to Mr. Pope's government will receive favourable consideration by Mr. Pope on behalf of his Ministry.

We are therefore requesting that you make the following recommendations.

- 1) That the Government of Ontario cooperate fully with the Summer Beaver community in our implementation of the community projects described in our land use plan
- 2) That the Government of Ontario immediately take the necessary steps to transfer the area identified by the community of Summer Beaver as appropriate for an Indian Reserve.
- 3) That the Government of Ontario cooperate fully with the Summer Beaver community in its implementation of the economic development projects described in our land use plan, and that it not unilaterally develop any plans which would conflict with those of Summer Beaver.
- 4) That the Government of Ontario agree to enter into negotiations with the Summer Beaver community respecting



long-term development control in the Summer Beaver area on the basis of co-management, and with a community veto over implementation of any proposed development.

We submit that these recommendations are within your mandate "to investigate the feasibility and desirability of alternative undertakings"; that they are reasonable in the circumstances; and that they are in fact essential because they reflect what is actually being done and implemented by way of planning by the people whose land is affected--the Summer Beaver people.

THANK YOU.



HISTORICAL NARRATIVE/GENERAL OVERVIEW

In April of 1975, the Nibinamik people, the Summer Beaver people decided to move back to the Summer Beaver area, and solidly re-establish our community and way of life. Spring break-up came around May 16 or 20 in 1975 and we started to organize and pack our gear for the long trip to Summer Beaver and a new lease on life.

The first party to depart Lansdowne House by canoe consisted of approximately five families. They travelled as far as Mameigwess Lake where they would fish commercially for a couple of weeks. Upon arrival at Mameigwess Lake it was decided that an advance party of seven people would proceed to the old area and site of Summer Beaver on Nibinamik Lake and select a good site for our community. The advance party consisted of Daniel Beaver and his daughter Jean Beaver and two sons Sam and Billy Beaver, Simon Beaver Sr., Eddy Nabasse and Moses Beaver. Upon selection of a community site a few of the advance party returned to Mameigwess Lake and informed the others of the good news. They and the entire fishing party immediately travelled to the new site of Summer Beaver.

During the summer of 1975 more families departed from Lansdowne House for Summer Beaver. The arduous journey required 40 portages and took four days. However difficult the trip became people were buoyed with the hope and dreams of once again being in control of and responsible for all aspects of their lives. Some transported their snow machines to Mameigwess Lake by canoe which meant they had to be carried over many of the portages. Those that departed earlier were fortunate as they could travel the



entire distance by snow machine. Many of the snow machines were left at Mamcigwess Lake where they would be retrieved next fall. .

### Rebuilding Our Community

When the majority of the people had arrived in Summer Beaver, approximately 100, a large tent was pitched and the next morning our first community meeting was held. While most people were exhausted from the journey, everyone was truly excited to be back home. Now we could make our own decisions.

Our innaugural meeting produced our first by-law whereby all buildings would be log structures. The decision would help us maintain a state of balance or equilibrium with nature--our environment.. Also, such a decision to utilize the local resources of our land would help ensure the maximization of our independence, particularly from government programs. We would, wherever possible, produce our building materials locally and fully establish our local economy. Further, it was decided that we would all work together and work parties were created to undertake the following tasks.

- 1) Brushing of the Community Site.
- 2) Construction of Building Foundations
- 3) Logs Cut for Construction and Firewood
- 4) Erection of Log Buildings
- 5) Cutting of Lumber (One Swede Saw)
- 6) Moose Hunting and Fishing for Food
- 7) Cooking Meals

Mike Wabasse was a Councillor in Lansdowne House and he was elected foreman in charge of construction. Simon Beaver Sr. was elected as assistant foreman.



During the summer of 1975 while our community was under construction we suffered a severe shortage. It was decided to send six people in three canoes to Wunnumin Lake on a supply run. The crew consisted of Patrick Wabasse, Jacob Beaver, Donald Lofea, Billy Beaver, Judas Beaver, and Leonard Sugarhead. They would return with greatly needed items such as flour, tea, lard, oats, sugar, cream and other basic supplies. The return trip took four days with one day lost due to rain and high winds in Wunnumin Lake that would have swamped their heavily laden canoes. They returned safely and to a grand welcome as all were getting hungry. Throughout the winter of 1975/76 we would continue to incur periodic food shortages as we re-established our traditional economy, and secured a means of income to help us survive in a modern economy. We were determined not to relinquish our quest.

The first facilities to be constructed were a storage warehouse and community dock. The dock was a priority item as it would be required by fishermen and hunters returning by canoe with their harvest. The dock would also be required to facilitate airline service for visitors, supplies and emergency health care, and to sell our products to external markets.

The first visitor to Summer Beaver was the Honourable Jack Stokes of the Ontario Legislature who was followed by Mr. Mansel Barstow of the Dept. of Indian Affairs. Essentially, they came to see why we had moved. We told them of our constant desire to return to our original area, proximity to our traplines, to gain more control and independence over our lives, and to allow our children to always pursue their lives to the fullest. We shall remain forever grateful for the understanding and compassion demonstrated by the Honourable Jack Stokes.



## Community Construction

Mr. Commissioner, we are proud of what we have accomplished in such a short period of time. We have demonstrated to ourselves and all others that we can still build and maintain our community. At this time we would like to briefly document the construction of our community to date.

## Housing

During the summer of 1975 we constructed 17 log homes for our families. People worked co-operatively, without wages and were only supplied with food that was collectively produced by other work parties. As in any healthy, vibrant, growing community new housing continues to be under construction. We now have a total of 60 homes for our population of 230. In 1978 we started to receive housing core funding from the Dept. of Indian Affairs.

## Church

The people of Summer Beaver are all Anglican; therefore, it was decided to build but one church and it would be Anglican. The Church plays a very central role in our lives and that is why it was one of the first buildings under construction. It was built simultaneously with our homes. The Church would also act as our school from 1975 to 1978. Mr. Daniel Beaver was our Anglican Church Minister in Lansdowne House and he continued as such in Summer Beaver until his retirement in 1979. Since 1979 Mr. Simon Beaver Sr. has been our Church Minister and in 1980 it was decided to build a new, larger Church to accommodate our growing population. During the fall of 1980 foundations were built and actual construction started in the spring of 1981. Our new Church is a large log structure of 80 feet by 40 feet and was not completed until 1982. The entire Church and furnishings were built locally with volunteer labour.



### Community Store

In the spring of 1976 we decided to build the Nibinamik Community Store. Up to this time our groceries were purchased and flown in from Wunnumin Lake. Everyone would contribute what they could afford for the groceries and they were stored in the community warehouse. In 1976 Charlie Beaver of Wunnumin Lake started to build a co-op store that would be owned by our community. He sold the building and contents to us on a three year payment plan. From 1976 to 1978 the Nibinamik Community Store was managed by Pete Wabasse and to date by his successor Mr. Edou Wabasse. With our community continuously growing we borrowed funds from Indian Affairs in 1979 to construct a new store. Construction was completed in 1980 and the loan repaid in four years.

### Crafts

Crafts remain a vibrant part of our cultural and business communities. The old Nibinamik Community store houses our craft shop. Our crafts production prospers through local and external consumption.

### Coffee Shop

In 1979 a local coffee shop was constructed. This not only produces a sizable income to help or facilitate other community projects, but also produces employment and a place to meet.

### Gas House

This facility was constructed and established as a community service and income generator. Our first gas house was constructed in 1976 and replaced by a new facility in 1982. This business supplies naphtha gas for cooking, regular gasoline for snow machines, chain saws and boat motors, and airline fuel on an emergency basis.

### Power Authority

In 1979 our Power Authority was established as an income producing operation. Presently, the Power Authority supplies power for our Bell telephone service, and lighting to all non-housing buildings in



the community. Unfortunately, we have only been able to supply power to 10 homes due to the high cost of fuel. Should it prove feasible in the future we will expand this service to include all houses and accommodate future expansion.

Presently, we are exploring the potential usage of solar, hydro-electric and wind sources of energy. We believe these sources hold the potential to be more feasible and environmentally safer as new technologies are developed. Any usage of hydro-electrically produced power in the future will be carefully scrutinized in advance of any development to ensure that such could be done without negative environmental impacts.

#### Fisheries Store

Our fisheries store is owned as a co-operative business. The store generates revenue and provides service to Commercial fishermen both locally and on a fly-in basis. The store is open year round selling supplies such as food, nets and other fishing equipment and supplies.

#### Manufacturing and Small Motor Repair

Recently, we constructed a workshop to foster small business development. Businesses housed within this facility are as follows:

- 1) A furniture manufacturing business. This business produces tables, chairs, cabinets, snow shoes, and other wood products as requirements, expertise and equipment permit.
- 2) A fibreglass sled manufacturing and repair business. The sleds are for use with snow machines. Also, fibreglass shells are produced for our wooden canoes.
- 3) The third business housed in this facility is a small motor and repair shop. Small motors are repaired and maintained for snow machines, chainsaws, outboard motors and washing machines.



### Heavy Equipment

A tractor is owned, operated and maintained by Summer Beaver. The tractor is used for the clearing of land and our airstrip (winter), construction, and hauling logs to the sawmill operation.

### Sawmill

We operate our own sawmill which is able to satisfy most lumber requirements for building construction and the manufacturing of furniture.

### Administration

In 1978 with external financial assistance we constructed our first Band Office. In 1982 we completed the basic construction of our new administration building and will have the interior completed and the facility in operation by the summer of 1985. This building houses our local government and will be of increasing importance as we continue to develop and expand our operations.

Presently our Band Administrator, three staff and Council are housed in these facilities. It should be noted that funds are raised locally by the Council and their administration when a mandate is secured from the public to undertake various community projects.

### Health Services

Our clinic was built in the summer of 1978 with the technical assistance of Mr. Michael Quince and the financial assistance of the Department of Health and Welfare. Bessie Yellowhead had been our nurses aid in Lansdowne House for 10 years and she moved to Summer Beaver in 1978 to operate our clinic. The clinic often provided lodging to visitors of Summer Beaver.

### Education

The provision of the best education possible for our children is one of our highest priorities. Our first school was built in 1978 with the assistance of Mr. Quince, the Provincial and Federal governments. The old school now houses grades one through seven



and with the growth of our population a new school has been built to house grades eight through ten. In the near future we hope to be able to have a complete high school program in Summer Beaver where our children can live where they belong, with their families. In order to attract teachers while we develop such skills of our own four teachers' residence cabins were built, one each in the years 1978,79,81, and 1982.

In terms of adult education Confederation College has been kind enough to build a guest cabin in our community and staff it with an instructor to further assist us with log construction and design.

#### Community Hall

With the laying of foundations in 1979 our community hall was completed in 1980. Funding was derived from the band and the facility now houses such things as community meetings, dances, bingo, movies, wedding receptions, school plays and our childrens' Christmas concerts.

#### Other

Other facilities and services that exist in Summer Beaver are a root cellar, Bell Canada telephone, a sanitation site, and our post office.



APPENDIX B

Mr. Commissioner,

We, the people of Summer Beaver, welcome you and thank you for stopping to see and to visit our community again. Furthermore, to our appreciation, we give you our sincere hospitality to you and also to your fellow workers that are here with you today.

Four years ago, on your first visit on January 19, 1979, we told you the history of why we are here and a little bit of the way we live. We hope you recognize the accomplishments we have made in our community since then. We would also like to say that we love and like, very much, the life we were given to live. But our works lay within our community of what we have done in the past.

Over the years, we have prepared a plebiscite titled: "Anishinabe Community Trapline & Development Boundary" which is Summer Beaver Land Use Plan. It is our desire to encourage you to take a considerable time to learn in what we have accomplished within our community. We have decided to combine our traplines into one area, so that we can work together to establish our traditional way of life,

It is our desire to succeed within our plan for the future generations to come. So, we the people of this community, want to become economically self-sufficient in our plans.

We would like you to know that the Plan is unfinished because it has to be given great consideration, before we can proceed any



further on our aspirations.

We know that the time is short for us to proceed the completion of the Plan. And that the governments have to understand that we need time to progress on behalf of the Summer Beaver Land Use Plan. Our jointly recommendations to this matter will be with ourselves.

Therefore, Mr. Commissioner and the staff of Royal Commission on Northern Environment, we ask you to join us in our battles to the betterment of our generations to come.

As our most sincere welcome to you on your visit to this community, we would like to take this opportunity to present this little gift for you to remember us by.

Thank you, very much.

Mr. Commissioner.



## YOUTH'S PRESENTATION

Mr. Commissioner,

We, the young people of Summer Beaver would like to thank you for sparing your most valuable time to stop and visit us and our growing community again. Also, we are very happy today for the opportunity to have you sit and listen to us.

We, on behalf of our people and community, would like to begin by stating our desires for the success of the Land Use Plan that the Council and the community made.

Commissioner, we like you to know that we are part of Summer Beaver Land Use Planning and therefore any part said is being said for us through our Settlement Council. We would appreciate if you can, as Commissioner, to see that the Land Use Plan made by Summer Beaver Community and people be given absolute great considerations.

We realize that the success of the Land Use Plan is to the benefit of us and to the future generations yet to come.

Above all, we have to recognize between the two walks of life. Overall, we must walk in harmony and respect to our fellow mankind. Just as God loves and accepts us, as we are, we must learn in turn to do the same with all things living.

Now, we would like to present you with this gift to show you our appreciation.

Thank you,

Mr. Commissioner.



Mr. Commissioner,

1900 100000 1000 1000 1000  
60 60000 100000 1000 100000  
100 100000 100000 100000 100000

10 100000 100000 1000 100000  
100 100000 100000 1000 100000  
Summer Beaver Land Use Plan. 1000 100000  
1000 100000 100000

Mr. Commissioner,

1000 100000 1000 100000  
100000 100000 1000 100000

100 100000 100000 100000 100000  
100 1000 100000 1000 100000 100000  
100 1000 100000 100000 100000 100000  
100 1000 100000 100000 100000 100000

1000 1000 100000 100000  
100000 100000 100000 100000  
1000 1000 1000 1000 100000



## A BRIEF HISTORY OF SUMMER BEAVER

We onced lived in Lansdowne House and Webequie because the government built schools there. Due to segregation and social problems we discussed and made plans to move to our original trapping grounds, which is Summer Beaver. The discussion about the movement took about three years during 1972-1975.

In June of 1975, a few people started out for a long hard journey to Summer Beaver by canoes. Upon our arrival, we set up tents and made our camp as comfortable as possible.

A month later, when everybody had been more or less settled, we had meetings to discuss the development of a new settlement. The people made money contributions to begin building the cabins.

On Aug. 16, 1975, the people choosed Mike Wabasse to be a Settleman Chairman and to assist him was Simon Beaver Snr. It was then, that the construction of the log cabins began.

By 1976, we had built more suitable cabins and a small community store. As more people came, we built the school, nursing station and the church.

In 1980, the people made plans about their traplines. It was then that the Land Use Plan was first mentioned. A map was made consisting of all the traplines around the Summer Beaver area. The plan is to the benefit of the future generations for their livelihood.

On behalf of the people here, we welcome you for coming to Summer Beaver, to see what we are doing.

Thank you, very much.



Presentation To The  
Royal Commission On The Northern Environment  
and the Ministry of Natural Resources

September 17, 1982

Summer Beaver

Re: Reserve Status and  
Anishnabey Community Trapline and Development Boundary  
c/o Summer Beaver Settlement Council

The following is only a brief summary of the needs, many times expressed of the people of Summer Beaver. Numerous proposals and letters have been written on the Band/Reserve status issue and are on file in the appropriate government offices including the Royal Commission on the Northern Environment.

The people of Summer Beaver have had in depth discussions about the status of their land, and have basically come up with the following outline. This proposal is totally based on the consideration that control of all future development is an absolute necessity. They feel that control should lie entirely in the hands of community leaders as the elected representatives of the people.

In order to have a guaranteed legal base for this control the people of Summer Beaver wish to have the land that they presently inhabit (as well as the surrounding area that contains their



livelihood) changed from Provincial Crown Land to a Status Indian Reserve. However, this proposal is more than merely a proposal to establish a Reserve. The Summer Beaver residents are extremely concerned about any outside possible or proposed future resource development in the area surrounding the community. This larger "outside" area not only takes in their already existing traplines and commercial fishing camps, but also holds the future for Summer Beaver's children, such as tourist camps, lumbering, wild rice harvest, mining, etc.

Essentially, what Summer Beaver is requesting is as follows:

1. that the Reserve be set up taking in the area presently inhabited and providing adequate additional space for population growth and expansion
2. that another area surrounding the Reserve be set aside totally for the commercial use of the Summer Beaver people
3. that this surrounding area take in all of the existing Summer Beaver traplines, be large enough to provide for future resource development projects
4. that the people of Summer Beaver expect to be consulted by the Ministry of Natural Resources or any other provincial or federal government agencies on any projects that Summer Beaver feels rightfully belongs to its children



Once they have been consulted they want the right to refuse, accept or alter any proposals for incoming projects.

Land is an essential part of the livelihood of the people of Summer Beaver, thus the urgency to settle this question of land status. The residents are greatly concerned about their future generations and feel it their responsibility to provide the land resources for their children's needs. The ultimate goal for the re-establishment of this community is that Summer Beaver is to be self-sufficient. To be self-sufficient these people whose lives are so interwoven with the land must secure for themselves and their children a viable land base.

We realize this letter barely touches the finer points of the overall proposal. However, the detailed plans will be discussed in future negotiations.

It is important to remember that Summer Beaver is a community well-known for its spirit of growth. The community leaders have always taken the initiative to obtain what they feel is necessary to make their community a better place to live for their electorate.

The community has passed the initial phase of re-establishment and is attempting to draw up long term land development schemes, that will not only provide for a rapidly changing future but also protect their innate relationship with their land.



TOPICS UPON WHICH THE SUMMER BEAVER COMMUNITY WISHES  
TO EXAMINE THE MINISTER OF NATURAL RESOURCES BEFORE  
THE ROYAL COMMISSION ON THE NORTHERN ENVIRONMENT.

1. Generally, the planning process in Ontario.
2. The West Patricia Land Use Plan insofar as it applies to the land used and occupied by the Summer Beaver Community, including traplines, hunting territories, and fisheries. The land boundary would be that identified in "Anishenabay Community Trapline and Development Boundary", dated November 23, 1982 and forwarded to the Minister by letter dated December 10, 1982.
3. The policy or position of the Ministry of Natural Resources respecting application of the Environmental Assessment Act to the planning process.
4. The status of native communities on Crown land, and particularly land tenure and resource access and management rights, including trapping, hunting, fishing, forestry, mining, tourism, wild rice.
5. The policy or position of the Ministry of Natural Resources respecting the setting aside of land for an Indian Reserve for the Summer Beaver community, as previously requested by the community.
6. The policy or position of the Ministry of Natural Resources respecting the granting of patents to land for those lands used and occupied by the Summer Beaver community.
7. The response of the Ministry of Natural Resources to the proposals of the Summer Beaver community as forwarded to the Minister by letter dated December 10, 1982, and contained in the document titled "Anishenabay Community Trapline and Development Boundary" dated November 23, 1982.

Delivered to the Royal Commission on the Northern Environment, April 6, 1983.



Mr. Commissioner,

We the people of Summer Beaver welcome you and we wish to thank you for stopping in to see our community.

First we want to tell you a little bit of our history of why we are here. We the people of Summer Beaver belong in status to the Fort Hope Indian Band and the Fort Hope Indian Reserve No. 64 which was made under the James Bay Treaty No. 9 in 1905. We never lived in Fort Hope at the time of the treaty or at any other time but have always lived here in small trapping settlements around the Summer Beaver area.

The only reason we are part of the Fort Hope Band is because all the Indian people from the surrounding areas were asked to meet the Royal Commissioners at the nearest trading post and this was Fort Hope on the Albany River.

After the treaty was signed and the treaty money was paid to everyone who came, we all went back to our homes here and we are still here today.

At the treaty all Indian people were assured that their traditional way of life : to hunt, trap and fish would not be changed.

Today we are restricted by the government in following our traditional way of life and face justice that we do not understand.

We once lived in Lansdowne House and Webequie because the government built schools there. Due to segregation and social problems we left Lansdowne House in 1975 to go back to our original trapping grounds and here we remain to stay.

We asked the government to give us separate band status and reserve status. We made a petition in 1975 and still there is no word on when we will get it.

The reason we want our own reserve is to be able to have our own local government to decide our own future.

We want to receive government programs, services and funding to help ourselves.

We ask you now, Mr. Commissioner, to help us get this land, because all land claims should be settled before the government makes final plans for it's natural resources.



(2)

Here in the north there is still some wildlife and fish which we depend on for our livelihood. The south has depleted its resources ; we do not want to break the law, but manage and use everything properly.

As you know the cost of living in the north is very high and we need help to defray these costs. This can be achieved through better means of transportation. Here are some examples of the cost of goods sold in Summer Beaver.

The little money anyone makes goes to chartering aircraft to get mail and goods or services from nearby communities.

Every year we are cut off from the outside world during fall freeze-up and spring break up because we have no airstrip. We are helpless during an emergency and communications are inadequate.

We have heard that the government is making a land use plan for the north and it is not fair to leave out the Indian people. We feel that the Indian people should have their say too. We want the Ministry of Natural Resources to come and see us in our community, not just to send papers we don't understand. We think a proper land use plan will be good for everyone.

We have below standard housing because we have no sawmill to make lumber.

There is no employment here for anyone to make a living.

All of these things we say and much more. We hope, Mr. Commissioner that you will understand us and that your government will help us.

As a token of our appreciation we want to present you with this little gift to remember us by.

Thankyou, Mr. Commissioner



*Field at London May  
1962 - Nov 1962*

MY NAME IS MORLEY MEEKIS, I AM AN ELDER FROM THE DEER LAKE  
BAND FROM DEER LAKE, ONTARIO.

MY CHIEF, DOUGLAS MEEKIS WAS NOT ABLE TO BE HERE HIMSELF, HE HAS  
APPOINTED ME TO REPRESENT HIM HERE TODAY.

BECAUSE OF THE MANY CONCERNS THAT THE PEOPLE OF DEER LAKE  
COMMUNITY HAVE IN REGARDING THE PROPOSED WEST PATRICIA LAND USE  
PLAN AND THAT OUR COMMUNITY IS RIGHT IN THE MIDDLE OF THE WEST  
PATRICIA LAND USE PLAN AND THAT THE PEOPLE OF THE DEER LAKE  
COMMUNITY HAVE NEVER BEEN CONSULTED FROM THE MINISTRY OF NATURAL  
RESOURCES UNTIL THE PLAN WAS COMPLETED, WE FEEL THAT WE HAVE A  
DIRECT AND A SUBSTANTIAL INTEREST IN ANY RESOURCE DEVELOPMENT IN  
OUR AREA THAT MIGHT OCCUR IN THE VERY NEAR FUTURE, WE THE DEER  
LAKE COMMUNITY ARE COMPELLED TO REQUEST A LEGAL STANDING IN YOUR  
INQUIRY.

SINCE WE DID NOT HAVE PARTICIPATION IN THE WEST PATRICIA LAND  
USE PLAN AND SINCE WE DO NOT UNDERSTAND ITS CONTENT, WE REQUEST  
FROM YOU, MR. COMMISSIONER TO MAKE AVAILABLE TO THE DEER LAKE BAND  
PROFESSIONAL RESOURCES AND FUNDS TO ENABLE US TO PARTICIPATE  
EFFECTIVELY IN YOUR INQUIRY.

THANK YOU FROM THE DEER LAKE BAND.

*Morley Meekis*





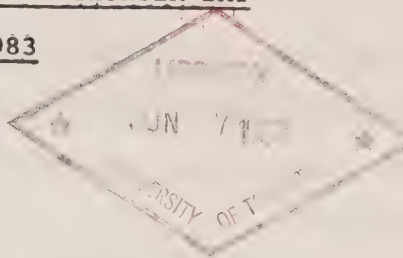




Government  
Publications

OPENING STATEMENT TO THE ROYAL COMMISSION  
ON THE NORTHERN ENVIRONMENT - THUNDER BAY

APRIL 27, 1983



GOOD MORNING MR. COMMISSIONER:

MY NAME IS DAVID E. REDGRAVE; AND I AM THE ASSISTANT DEPUTY MINISTER OF THE ENVIRONMENTAL PLANNING DIVISION OF THE ONTARIO MINISTRY OF THE ENVIRONMENT. WITH YOUR PERMISSION, I SHOULD LIKE TO MAKE A SHORT OPENING STATEMENT AND TABLE COPIES OF IT WITH YOU.

IT IS OUR PLEASURE TO APPEAR BEFORE YOUR COMMISSION TODAY TO OUTLINE CERTAIN ASPECTS OF THE ADMINISTRATION OF THE ENVIRONMENTAL ASSESSMENT ACT. THE STAFF MEMBERS HERE WITH ME WILL BE PLEASED TO ACCEPT QUESTIONS.

IN MY OPENING REMARKS, I WOULD LIKE TO TOUCH BRIEFLY ON THE MINISTRY'S PAST INVOLVEMENT WITH THE COMMISSION, THE EVOLUTION OF THE ENVIRONMENTAL ASSESSMENT ACT'S ADMINISTRATION, AND A NUMBER OF MATTERS RAISED IN RECENT CORRESPONDENCE BETWEEN THE COMMISSION AND THE MINISTER.

WHEN I HAVE FINISHED MY OPENING REMARKS, WITH YOUR PERMISSION, MR. RENNICK WILL MAKE A PRESENTATION DEALING MORE SPECIFICALLY WITH THE PROCESSES INVOLVED IN THE ADMINISTRATION OF THE ENVIRONMENTAL ASSESSMENT ACT. IN



DOING SO, HE WILL ANSWER YOUR QUESTIONS RAISED IN CORRESPONDENCE WITH THE HONOURABLE KEITH NORTON ON HOW THE ACT IS BEING APPLIED TO THE MINISTRY OF NATURAL RESOURCES.

THE MINISTRY OF THE ENVIRONMENT WAS INVOLVED IN THE PAST WITH THE ESTABLISHMENT OF THE COMMISSION AND THE DEVELOPMENT OF ITS TERMS OF REFERENCE.

DURING THE FIRST SET OF HEARINGS, MY PREDECESSOR, WALTER GILES, APPEARED BEFORE MR. JUSTICE PATRICK HARTT IN RED LAKE IN NOVEMBER 1977, AND MADE A LENGTHY AND COMPREHENSIVE SUBMISSION.

PRIOR TO THE CURRENT FORMAL HEARINGS MOE STAFF MADE PRESENTATIONS TO THE COMMISSION STAFF ON THE ENVIRONMENTAL ASSESSMENT ACT AND ITS PROCEDURES, AND HAVE MET WITH THEM FROM TIME TO TIME SINCE THEN TO DISCUSS THE ACT.

#### ROLE AND FUNCTION OF MOE

MR. COMMISSIONER, WE ELABORATED IN DETAIL IN OUR 1977 SUBMISSION ON THE ROLE AND FUNCTION OF THE MINISTRY.



IN 1982 THE MINISTRY UNDERWENT A SUBSTANTIAL RE-  
ORGANIZATION DESIGNED TO ENABLE IT TO BETTER MEET THE  
CHALLENGES IT FACES IN THIS DECADE.

I AM TABLING A REPORT PREPARED BY THE MINISTRY TITLED  
"MEETING THE ENVIRONMENTAL CHALLENGES OF THE 1980's".

THIS REPORT EXPLAINS THE NEW ORGANIZATION OF THE  
MINISTRY.

TO QUOTE FROM THE INTRODUCTION:

"THE MINISTRY FACES A SET OF CHALLENGES RADICALLY  
DIFFERENT FROM THOSE FACED SINCE ITS INCEPTION.  
MINISTRY EFFORTS DURING THE 1960's AND 1970's  
WERE PRIMARILY DIRECTED TOWARDS CONTROL OF  
TRADITIONAL POLLUTANTS, WHICH ARE NOW LARGELY  
REGULATED AND WILL BASICALLY ONLY REQUIRE THE  
MAINTENANCE OF EXISTING PROGRAMS. ONTARIO'S  
INVESTMENT IN WATER AND SEWAGE TREATMENT  
FACILITIES HAVE PAID LARGE DIVIDENDS IN THE  
PROTECTION OF OUR WATERWAYS AND DRINKING WATER.  
AIR POLLUTION CONTROL MEASURES HAVE  
SIGNIFICANTLY IMPROVED THE AIR QUALITY OF THE



PROVINCE. OUR SOLID WASTE DISPOSAL PRACTICES HAVE IMPROVED MARKEDLY.

HOWEVER, A NEW AWARENESS OF POTENTIAL HEALTH EFFECTS AND ENVIRONMENTAL IMPACTS OF MANY POLLUTANTS IMPOSES A NEW SET OF CHALLENGES. FOR INSTANCE, A NUMBER OF POLLUTANTS NOW OF CONCERN COULD NOT PREVIOUSLY BE IDENTIFIED AT VERY LOW CONCENTRATIONS. THE MINISTRY ALSO HAS INCREASING CONCERN OVER DIFFUSE OR HARD TO CONTROL SOURCES THAT WERE NOT PREVIOUSLY REGULATED. IT IS INCREASINGLY REALIZED THAT REGULATION INVOLVES THE DIFFICULT EVALUATION OF RISKS AND THE PROPER ASSESSMENT OF BENEFITS AND COSTS.

THESE NEW CIRCUMSTANCES HAVE LED THE MINISTRY TO RECONSIDER ITS CORPORATE MANDATE. AS A RESULT, THE MINISTRY HAS ADOPTED THE FOLLOWING GOAL STATEMENT:

TO ACHIEVE AND MAINTAIN A QUALITY OF THE ENVIRONMENT - INCLUDING AIR, WATER AND LAND - THAT WILL PROTECT HUMAN HEALTH AND THE ECOSYSTEM AND WILL CONTRIBUTE TO THE WELL-BEING OF THE PEOPLE OF ONTARIO.



IN ORDER TO MEET THESE NEWLY RECOGNIZED NEEDS AND TO PUT GREATER FOCUS ON THE REGULATION OF DISCHARGES TO THE ENVIRONMENT, THE MINISTRY REQUIRES AN IMPROVED AND FUTURE-ORIENTED ORGANIZATION."

ALTHOUGH THE STRUCTURE OF THE MINISTRY HAS CHANGED, THE LEGISLATIVE BASIS FOR ITS PROGRAMS IS THE SAME AS EXPRESSED IN OUR EARLIER SUBMISSION.

THE PRIMARY AND OVERWHELMING FOCUS OF THE MINISTRY'S CORPORATE RESPONSIBILITIES REMAINS THE ABATEMENT OF POLLUTANTS WHICH IMPACT UPON AND INJURE THE QUALITY OF THE NATURAL ENVIRONMENT, AND, WHICH PRESENT RISKS TO HUMAN HEALTH. WE ARE NOT A MINISTRY WITH PRIMARY RESPONSIBILITY FOR ECONOMIC AND SOCIAL PLANNING, ALTHOUGH THE NATURE OF OUR LEGISLATION AND PROGRAMS REQUIRES THAT WE TAKE THEM INTO CONSIDERATION.

ONE CHANGE OF INTEREST TO THESE PROCEEDINGS IS THE ESTABLISHMENT OF THE ENVIRONMENTAL ASSESSMENT BRANCH WITH ITS OWN DIRECTOR. THIS GAVE THE ADMINISTRATION OF THE ACT A NEW PROMINENCE IN THE MINISTRY.



THE ENVIRONMENTAL ASSESSMENT ACT, DIFFERS FROM OTHER MINISTRY LEGISLATION IN THAT IT DOES NOT CONFER UPON THE DIRECTOR THE KIND OF DELEGATED POWERS ASSIGNED TO OTHER MINISTRY DIRECTORS WHO ADMINISTER THE ONTARIO WATER RESOURCES ACT, THE ENVIRONMENTAL PROTECTION ACT AND THE PESTICIDES ACT. THAT DISTINCTION IS QUITE CLEAR AND IS COMPLEMENTARY TO THE BURDEN OF RESPONSIBILITY PLACED BY THE ACT UPON THE PROPONENT OF AN UNDERTAKING TO PREPARE AND SUBMIT AN ENVIRONMENTAL ASSESSMENT TO THE MINISTER. IN THIS ACT, IT SHOULD BE NOTED THAT THE PUBLIC HAS A RIGHT TO PARTICIPATE TO A DEGREE WHICH IS NOT PRESENT IN OTHER ACTS ADMINISTERED BY THE MINISTRY.

EVOLUTION OF THE ENVIRONMENTAL ASSESSMENT ACT  
ADMINISTRATION

SINCE THE ACT WAS PROCLAIMED IN FORCE IN 1976, THE PHASED APPLICATION OF THE ACT HAS BASICALLY FOLLOWED THE STEPS INDICATED IN OUR 1977 SUBMISSION. TO SUMMARIZE:

- THE ACT WAS FIRST APPLIED TO ONTARIO GOVERNMENT MINISTRIES AND AGENCIES IN 1976.
  
- THE NEXT STEP WAS TO APPLY THE ACT TO CONSERVATION AUTHORITIES IN SEPTEMBER 1977.



- THIS WAS FOLLOWED IN JUNE 1980 WITH THE APPLICATION OF THE ACT TO MUNICIPALITIES.

MR. COMMISSIONER, LET ME BRIEFLY OUTLINE THE HISTORY AND EXPERIENCE WITH RESPECT TO THE APPLICATION OF THE ACT TO THE PRIVATE SECTOR, SINCE THAT MAY BE OF SPECIAL CONCERN TO YOUR INQUIRIES.

THE PORTION OF THE ACT ALLOWING FOR PRIVATE SECTOR DESIGNATION WAS PROCLAIMED IN 1977 TO PERMIT THE DESIGNATION OF REED LIMITED'S ACTIVITIES AS BEING SUBJECT TO THE ACT.

THIS WAS THE FIRST PRIVATE SECTOR DESIGNATION UNDER THE ACT.

THE REED LIMITED ASSETS WERE ACQUIRED BY GREAT LAKES FOREST PRODUCTS LIMITED WHICH REMAINS SUBJECT TO THE ACT. THE COMPANY IS INCLUDED IN THE REGULATION AND THEREFORE PROHIBITED FROM TAKING ANY SIGNIFICANT ACTION IN THE AREA REFERRED TO AS THE "REED TRACT" WITHOUT AN ENVIRONMENTAL ASSESSMENT APPROVAL.



THE FOLLOWING YEARS BROUGHT OTHER DESIGNATIONS.

- THE PROPOSED ONAKAWANA DEVELOPMENT IN NORTHEASTERN ONTARIO WHICH IS OF PARTICULAR INTEREST TO THE COMMISSION.
- A HYDROELECTRIC DAM ON THE SPANISH RIVER BY THE INTERNATIONAL NICKEL COMPANY (INCO).

OUR EXPERIENCE WITH THE PRIVATE SECTOR HAS BEEN RATHER LIMITED AS THESE UNDERTAKINGS HAVE ALL BEEN DELAYED BY ECONOMIC CONDITIONS. ALTHOUGH ENVIRONMENTAL ASSESSMENTS HAVE NOT BEEN FORMALLY SUBMITTED FOR THESE PROJECTS, THE PROCESS OF PREPARING AN ENVIRONMENTAL ASSESSMENT FOR EVENTUAL SUBMISSION HAS PROVED BENEFICIAL TO THE PROPONENTS. IT HAS HELPED TO IDENTIFY ALTERNATIVES TO THE VARIOUS UNDERTAKINGS AND THEIR ENVIRONMENTAL EFFECTS.

THE FOURTH PRIVATE UNDERTAKING DESIGNATED UNDER THE ACT IS A PROPOSAL BY AN AMERICAN CORPORATION TO DISPOSE OF SEWAGE SLUDGE FROM THE CITY OF DETROIT ON FIGHTING ISLAND, A CANADIAN ISLAND IN THE DETROIT RIVER. THIS UNDERTAKING IS STILL IN THE PRE-SUBMISSION CONSULTATION STAGE.



EXPERIENCE TO DATE WITH THE PROVINCIAL GOVERNMENT UNDERTAKINGS, BY COMPARISON, HAS BEEN EXTENSIVE AND HAS LED TO CHANGES AND INNOVATIONS TO STREAMLINE THE ADMINISTRATION OF THE ACT.

THESE INVOLVE SUCH CHANGES AS THE COMBINING OF STATUTORY NOTICES, THE USE OF FORM LETTERS AND THE STANDARDIZING OF THE FORMAT OF REVIEWS.

OF PARTICULAR INTEREST IS THE DEVELOPMENT OF THE CLASS ENVIRONMENTAL ASSESSMENT CONCEPT WHICH HAS GAINED WIDE USE SINCE THE MINISTRY LAST APPEARED BEFORE THE COMMISSION. IT HAS STREAMLINED THE PROCESS AND ENABLED PROPONENTS TO INCORPORATE THE PRINCIPLES OF THE ACT INTO THEIR PLANNING AND PROGRAM DELIVERY SYSTEMS IN AN EFFECTIVE AND EFFICIENT MANNER.

ALSO OF INTEREST TO THE COMMISSION WILL BE THE MINISTRY'S PROGRAM OF PRESUBMISSION CONSULTATIONS. IN THIS ACTIVITY WE ASSIST AND ENCOURAGE EARLY DISCUSSIONS BY PROPONENTS WITH AFFECTED GOVERNMENT AGENCIES AND INTERESTED MEMBERS OF THE GENERAL PUBLIC BEFORE SUBMITTING AN ENVIRONMENTAL ASSESSMENT.



WE HAVE ISSUED GUIDELINES, WHICH HAVE BEEN MADE AVAILABLE TO THE COMMISSION EARLIER THIS YEAR, WHICH OUTLINE THIS PRE-SUBMISSION CONSULTATION PROCESS.

ANOTHER SIGNIFICANT EVENT SINCE OUR LAST APPEARANCE BEFORE THE COMMISSION HAS BEEN THE PASSAGE OF THE CONSOLIDATED HEARINGS ACT, 1981.

THE PURPOSE OF THIS ACT IS TO CONSOLIDATE AND STREAMLINE THE HEARINGS THAT MIGHT OCCUR BEFORE TWO OR MORE TRIBUNALS UNDER ONE OR MORE OF TWELVE STATUTES. MR. RENNICK WILL OUTLINE THOSE IN HIS PRESENTATION.

MR. COMMISSIONER, THE MINISTRY TAKES THE VIEW THAT IT IS ESSENTIAL TO CONTINUE TO FINE TUNE THE PROCESS TO MAKE IT MORE EFFICIENT AND EFFECTIVE.

I WANT TO STRESS, HOWEVER, THAT AN OVERRIDING PRINCIPLE, WHETHER STREAMLINING OR STRENGTHENING THE ADMINISTRATION OF THE ACT, IS THE MAINTENANCE OF A PRAGMATIC AND CREDIBLE PROCESS. THAT PROCESS MUST RECOGNIZE THE LEGAL RIGHTS OF THE PUBLIC AND THE RIGHTS AND OBLIGATIONS OF THE PROPONENT UNDER THE ENVIRONMENTAL ASSESSMENT ACT AND OTHER AFFECTED STATUTES. IT MUST, AT THE SAME TIME, BE ALERT TO THE COMPLEXITIES OF THE LEGISLATIVE AND ADMINISTRATIVE



STRUCTURES WHICH INTERSECT IN THE MANY KINDS AND DEGREES OF CORPORATE PLANNING IN THE PUBLIC SECTOR.

MR. COMMISSIONER, I THINK IT IS IMPORTANT TO STRESS THAT THE REVIEW THAT IS PREPARED IN RESPONSE TO THE ACT'S REQUIREMENTS IS A GOVERNMENT WIDE REVIEW AND NOT JUST THAT OF THE MINISTRY OF THE ENVIRONMENT.

THE MINISTRY HAS TWO DISTINCT ROLES IN THIS PROCESS. THE FIRST IS THE "TECHNICAL CO-ORDINATION" BY THE APPROVALS BRANCH, WHICH WE CALL OUR "GREEN-HAT" REVIEW. THE SECOND IS THE GOVERNMENT-WIDE CORPORATE REVIEW CO-ORDINATED BY THE ENVIRONMENTAL ASSESSMENT BRANCH WHICH WE CALL OUR "BLUE HAT" REVIEW.

THE "GREEN HAT" REVIEW BRINGS TOGETHER COMMENTS FROM THOSE MINISTRY BRANCHES RESPONSIBLE FOR PROGRAMS RELATING TO OUR TRADITIONAL FUNCTION AS A PROTECTOR OF AIR, LAND AND WATER QUALITY. THAT REVIEW IS FORWARDED TO OUR ENVIRONMENTAL ASSESSMENT BRANCH FOR USE IN THE GOVERNMENT WIDE REVIEW.

THIS "BLUE HAT" REVIEW IS A GOVERNMENT REVIEW IN THE SENSE THAT IT IS ASSEMBLED AND CO-ORDINATED FROM THE INPUTS OF ALL AFFECTED MINISTRIES, AGENCIES AND MUNICIPALITIES. THE ENVIRONMENTAL ASSESSMENT BRANCH ACTS IN THIS PROCESS AS A FACILITATOR AND CO-ORDINATOR.



THIS ENSURES THAT THERE IS AN ARM'S-LENGTH RELATIONSHIP BETWEEN THOSE STAFF WHO CO-ORDINATE THE "BLUE HAT" REVIEW PROCESS AND THOSE WHO ARE RESPONSIBLE FOR THE LINE OPERATIONS OF THE MINISTRY.

MR. COMMISSIONER: I WOULD LIKE TO TURN NOW TO SOME SPECIFIC ISSUES ARISING FROM YOUR RECENT LETTERS TO THE MINISTER, THE HONOURABLE KEITH NORTON.

THE COMMISSION IN ITS LETTERS HAS EXPRESSED ITS VIEWS AND INTERESTS WITH RESPECT TO THE APPLICATION OF THE ENVIRONMENTAL ASSESSMENT ACT TO LAND USE PLANNING ACTIVITIES AND PROGRAMS OF THE MINISTRY OF NATURAL RESOURCES.

IT IS IMPORTANT TO POINT OUT MR. COMMISSIONER THAT WHILE THE ACT HAS BEEN IN FORCE SINCE 1976, FROM A LEGISLATIVE POINT OF VIEW, IT IS A RELATIVELY YOUNG STATUTE AND ADMINISTRATIVELY STILL IN ITS FORMATIVE STAGES.

TO DATE, THERE HAVE BEEN EIGHT PUBLIC HEARINGS BY A BOARD ON PROJECTS SUBMITTED UNDER THE ENVIRONMENTAL ASSESSMENT ACT. FIVE DECISIONS HAVE BEEN RENDERED. WE ARE FINDING



THAT EACH HEARING PROVIDES NEW INSIGHTS AND RULINGS FROM WHICH WE CAN LEARN.

IT SHOULD BE BORN IN MIND THAT THE MAJORITY OF UNDERTAKINGS HAVE GONE THROUGH THE PROCESS WITHOUT A HEARING. AS WELL MANY OF THESE HAVE BEEN CLASS ENVIRONMENTAL ASSESSMENTS COVERING HUNDREDS OF PROJECTS.

THE APPLICATION OF THE ACT IS ALSO EVOLVING THROUGH DISCUSSIONS WITH PROPONENTS, EITHER ON A PROJECT-BY-PROJECT BASIS THROUGH PRE-SUBMISSION CONSULTATION, OR, THROUGH GENERAL POLICY DISCUSSIONS.

OVER THE PAST FEW YEARS, THIS KIND OF CONSULTATION PRODUCED AN EXPANDED FRAMEWORK FOR THE APPLICATION OF THE ACT TO THE PROGRAMS OF THE MINISTRY OF NATURAL RESOURCES.

ONE ISSUE OF CRITICAL IMPORTANCE IS WHETHER OR NOT A LAND USE PLAN IS AN UNDERTAKING.

THE ONLY RELATED EXPERIENCE THAT WE HAVE TO DRAW ON TO DATE IS WITH MUNICIPAL OFFICIAL PLANS.



THE ACT HAS NOT BEEN APPLIED TO THE OFFICIAL PLANS OF ORGANIZED MUNICIPALITIES SINCE THEY ARE NOT SPECIFICALLY RELATED TO ENTERPRISES OR ACTIVITIES AND ARE NOT THEREFORE UNDERTAKINGS.

OFFICIAL PLAN AMENDMENTS AND BY-LAWS, HOWEVER MAY BE ACTIVITY-SPECIFIC - FOR EXAMPLE TO PERMIT THE ESTABLISHMENT OF A LANDFILL SITE - AND ARE THEREBY AFFECTED BY THE ACT.

TO DATE, THE ENVIRONMENTAL ASSESSMENT ACT HAS BEEN APPLIED TO THE MINISTRY OF NATURAL RESOURCES' WORK PLANNING "ACTIVITY" LEVEL AND RESOURCE MANAGEMENT PLANNING LEVEL.

THIS IS REFLECTED IN THE NINE APPROVED CLASS ENVIRONMENTAL ASSESSMENTS, THE TWO CLASS ENVIRONMENTAL ASSESSMENTS UNDER REVIEW AND THE THREE PENDING CLASS ENVIRONMENTAL ASSESSMENTS.

IN THE CASE OF NEW PARKS, THE ALLOCATION OR DESIGNATION OF THE LAND FOR PARK USE AND ITS END-USES ARE SUBJECT TO THE ACT.



THE APPROPRIATENESS OF THE PROPONENT'S SELECTED TREATMENT, WHETHER IT BE A CLASS ENVIRONMENTAL ASSESSMENT OR AN INDIVIDUAL ENVIRONMENTAL ASSESSMENT, IS TESTED THROUGH PRE-SUBMISSION CONSULTATION AND THE FORMAL REVIEW AND APPROVALS PROCESS.

WHILE THE GUIDELINES STATE THAT A CLASS ENVIRONMENTAL ASSESSMENT IS SUITABLE FOR PROJECTS THAT ARE SMALL IN SCALE, FREQUENTLY OCCURRING AND HAVE MINOR AND A PREDICTABLE RANGE OF EFFECTS, THIS IS ONLY A GUIDELINE AND MUST BE APPLIED IN A REASONABLE AND PRACTICAL FASHION.

TO DATE, WE HAVE NO EXPERIENCE WITH THE APPLICATION OF CLASS ENVIRONMENTAL ASSESSMENTS TO LARGE SCALE PROJECTS. IT IS CONCEIVABLE THAT PROPONENTS MAY SEEK APPROVALS FOR SUCH CLASSES OF UNDERTAKINGS. THESE WOULD THEN BE TESTED THROUGH THE REVIEW AND APPROVAL PROCESS.

THERE ARE SAFEGUARDS BUILT INTO ALL CLASS ENVIRONMENTAL ASSESSMENTS TO DEAL WITH THE CONCERNS OF AFFECTED PARTIES. ONE OF THEM IS A MECHANISM WHICH CAN LEAD TO AN INDIVIDUAL ENVIRONMENTAL ASSESSMENT AND A HEARING WHERE WARRANTED. THIS IS CALLED THE BUMP-UP PROCESS. THERE ARE OTHER SAFEGUARDS WHICH MR. RENNICK WILL OUTLINE IN HIS PRESENTATION.



AS WELL, THE APPLICATION FOR APPROVAL OF A CLASS ENVIRONMENTAL ASSESSMENT IS OPEN TO THE POSSIBILITY OF A HEARING BEFORE THE ENVIRONMENTAL ASSESSMENT BOARD.

THE COMMISSION HAS ASKED WHETHER IT IS THE MINISTRY'S INTENTION TO AMEND THE PROVISIONS OF THE ACT DEALING WITH ALTERNATIVES. THE ENVIRONMENTAL ASSESSMENT ACT SPECIFICALLY REQUIRES THE IDENTIFICATION AND EVALUATION OF ALTERNATIVES TO THE UNDERTAKING AND ALTERNATIVE METHODS OF CARRYING OUT THE UNDERTAKING. IN RESPONSE TO THE COMMISSION'S QUESTION, THE MINISTRY HAS NOT GIVEN ACTIVE CONSIDERATION TO AMENDING THIS PROVISION.

THE ACT ALSO REQUIRES THAT AN ENVIRONMENTAL ASSESSMENT INCLUDE A STATEMENT OF THE RATIONALE FOR THE UNDERTAKING. IN THE CASE OF A RESOURCE MANAGEMENT UNDERTAKING, THIS RATIONALE WOULD LOGICALLY BE DERIVED FROM THE PROPONENT'S BROADER PLANS AND POLICIES WHERE THESE FORM PART OF THE JUSTIFICATION.

THEREFORE, THE REVIEW PROCESS IS SUCH THAT IT NEITHER PRECLUDES NOR DEMANDS AN EXAMINATION OF "THE FULL ARRAY OF MNR'S POLICIES, PRIORITIES, OBJECTIVES AND TRADE-OFFS" AS THE COMMISSION HAS SUGGESTED. IT WOULD BE AN AREA OPEN TO WHATEVER DEGREE OF EXAMINATION INTERESTED PARTIES WISHED TO BRING TO THE MATTER.



IN CLOSING, I WANT TO ASSURE THE COMMISSION THAT THE  
MINISTRY IS COMMITTED TO EFFECTIVE IMPLEMENTATION OF THE  
ENVIRONMENTAL ASSESSMENT ACT, AND WE LOOK FORWARD TO  
YOUR RECOMMENDATIONS.

WITH YOUR PERMISSION MR. COMMISSIONER, I WOULD NOW LIKE TO  
ASK MR. RENNICK TO PROVIDE YOU WITH AN OVERVIEW OF THE  
ADMINISTRATION OF THE ENVIRONMENTAL ASSESSMENT ACT.







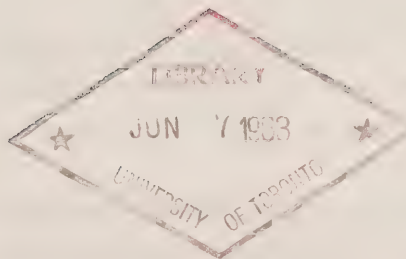


Government  
Publication

MINISTRY OF THE ENVIRONMENT

MEETING THE ENVIRONMENTAL CHALLENGES

OF THE 1980's







Office of the  
Minister

Ministry  
of the  
Environment

135 St. Clair Avenue West  
Toronto, Ontario  
M4V 1P5  
416/965-1611

**Message from the Minister**

Ontario is endowed with a bountiful and pleasing natural environment. Our air and water resources plus our land base sustain and support a diverse industrial economy. They give us the opportunity to enjoy a healthy way of living, nearly boundless recreational opportunities, and other countless amenities of life.

Whenever I have been away from Ontario, my return always reminds me of this bounty and how fortunate we are to have received this natural heritage. Protecting our natural environment is both a challenge and a responsibility in which all of us should share.

Our natural environment, as everyone knows by now, cannot freely provide us with all its traditional benefits without our care and protection. The environment is under significant stresses that are generated in Ontario, and it suffers from stresses that originate elsewhere.

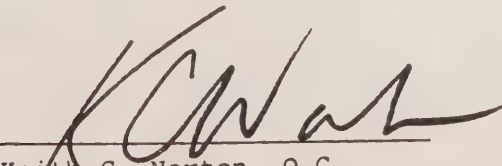
Ontario has devoted increasing resources over the last few decades to protecting our environment from environmental stress. I think that all of us in Ontario can take some pride and



satisfaction in the environmental improvements that have resulted. Our air quality in our major industrial areas has improved markedly. Our water resources have been largely freed from the burdens imposed by the traditional forms of water pollution. Our land resources are receiving better protection than ever before from the impact of indiscriminate waste disposal.

These improvements in our protection of the environment now allow us to face the significant challenges of the 1980's and 90's. We now know how to identify potentially harmful substances in minute amounts. Our ongoing tasks will be to understand the significance of these forms of pollution, to assess their risks to our public health and the overall natural environment, and to deliver regulatory programs that will allow us to continue to enjoy our way of life and the enormous benefits that the natural environment confers upon us.

The reorganization of our Ministry, as detailed in this plan, demonstrates our determination to fulfill our mandate of protecting public health and the environment and meet the challenges that we will face.



---

Keith C. Norton, Q.C.  
Minister of the Environment



## INDEX

	<u>Page No.</u>
INTRODUCTION .....	1
ORGANIZATIONAL CHART .....	4
ENVIRONMENTAL PLANNING DIVISION .....	5
INTERGOVERNMENTAL RELATIONS AND STRATEGIC PROJECTS DIVISION .....	13
CORPORATE POLICY AND PROGRAM DEVELOPMENT .....	15
REGIONAL OPERATIONS DIVISION .....	18
FINANCE AND ADMINISTRATION DIVISION .....	24
OTHER ORGANIZATIONAL AREAS REPORTING TO THE DEPUTY MINISTER .....	33
APPENDIX 1 - LEGISLATION .....	38
APPENDIX 2 - CORPORATE COMMITTEES .....	39



## INTRODUCTION

The Ministry faces a set of challenges radically different from those faced since its inception. Ministry efforts during the 1960's and 1970's were primarily directed towards control of traditional pollutants, which are now largely regulated and will basically only require the maintenance of existing programs. Ontario's investments in water and sewage treatment facilities have paid large dividends in the protection of our waterways and drinking water. Air pollution control measures have significantly improved the air quality of the Province. Our solid waste disposal practices have improved markedly.

However, a new awareness of potential health effects and environmental impacts of many pollutants imposes a new set of challenges. For instance, a number of pollutants now of concern could not previously be identified at very low concentrations. The Ministry also has increasing concern over diffuse or hard to control sources that were not previously regulated. It is increasingly realized that regulation involves the difficult evaluation of risks and the proper assessment of benefits and costs.



These new circumstances have led the Ministry to reconsider its corporate mandate. As a result, the Ministry has adopted the following goal statement:

To achieve and maintain a quality of the environment - including air, water and land - that will protect human health and the ecosystem and will contribute to the well-being of the people of Ontario.

In order to meet these newly recognized needs and to put greater focus on the regulation of discharges to the environment, the Ministry requires an improved and future-oriented organization.

A new organizational structure for the Ministry of the Environment is illustrated and described in this report. It may be summarized briefly as follows:

Reporting directly to the Deputy Minister are four major Divisions -

- . an Environmental Planning Division
- . an Intergovernmental Relations and Strategic Projects Division
- . a Regional Operations Division, and
- . a Finance and Administration Division

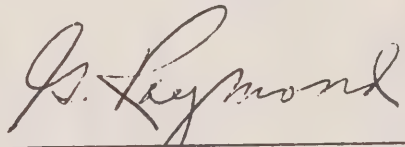
as well as a Policy and Planning Branch which is to coordinate the development of policy and programs corporately, thus providing the necessary technical staff support to the divisional structure.



The following branches and offices, in view of the nature of their responsibilities, will also report directly to the Deputy Minister:

- . Legal Services Branch
- . Communications Branch
- . French Language Services Office, and
- . Affirmative Action Office.

The roles and objectives of the various Divisions and Branches within the new organizational structure are provided in this report.

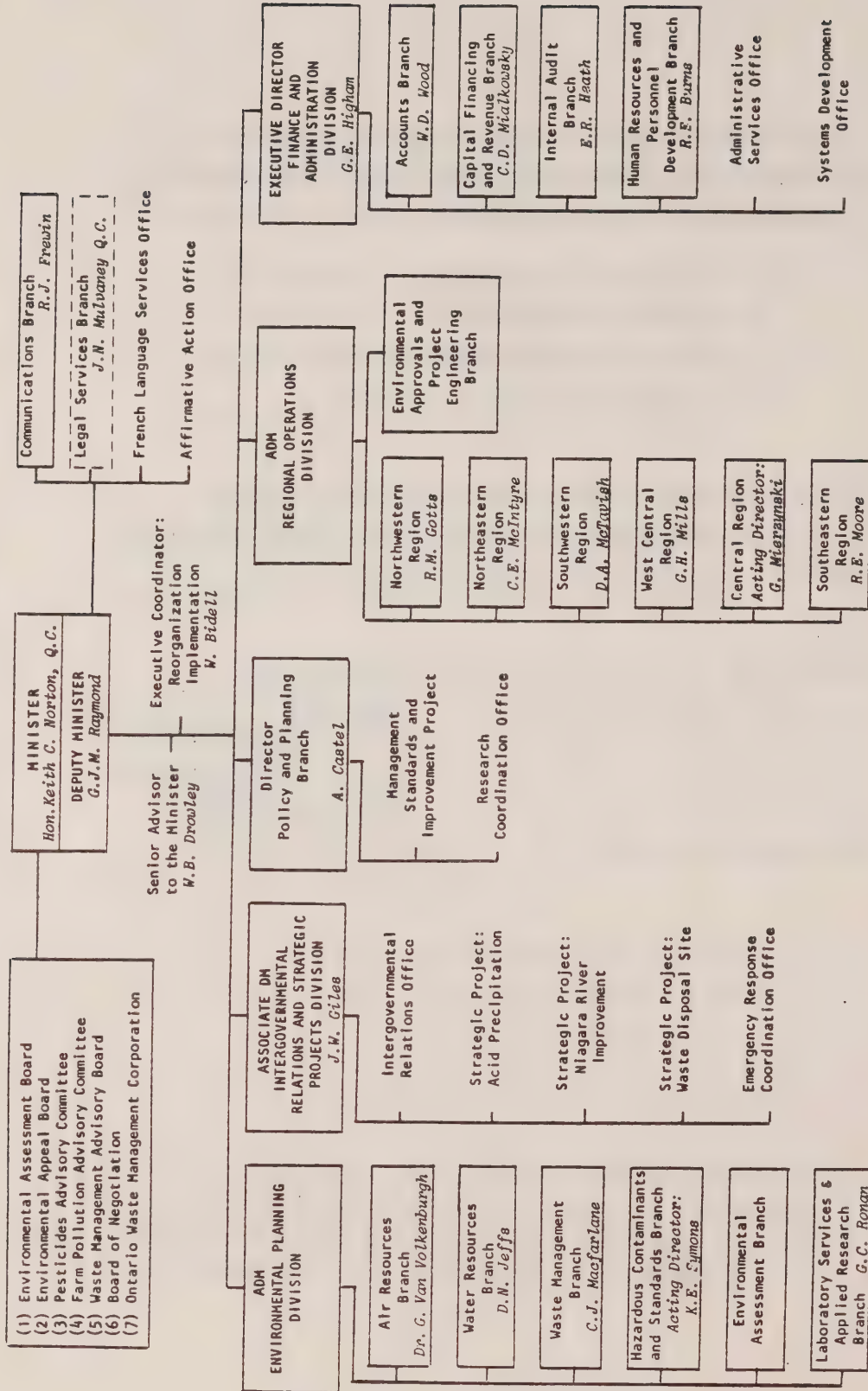


---

G.J.M. Raymond,  
Deputy Minister



# MINISTRY OF THE ENVIRONMENT





**ENVIRONMENTAL PLANNING DIVISION**



## ENVIRONMENTAL PLANNING DIVISION

In keeping with the goal statement, the Ministry requires comprehensive integrated plans to meet the new challenges that it faces.

The role of the Environmental Planning Division is:

To develop plans and programs

- (a) to protect air quality,
- (b) to protect surface and ground water quality and quantity,
- (c) to manage wastes,
- (d) to ensure an adequate quality of drinking water,

and to promote the consideration of the environment in the planning and development of undertakings.

The Division consists of six Branches:

- . an Air Resources Branch
- . a Water Resources Branch
- . a Waste Management Branch
- . a Hazardous Contaminants and Standards Branch,
- . an Environmental Assessment Branch, and
- . a Laboratory Services and Applied Research Branch



### Air Resources Branch

ROLE: To develop plans and programs to protect air quality and to monitor their results.

#### OBJECTIVES:

1. To assess the presence and transport of airborne substances and to determine their effects.
2. To develop regulatory mechanisms to protect air quality.
3. To assess the impact of noise on the environment and develop regulatory mechanisms for its control.
4. To provide expertise on air pollution control technology and processes.



### Water Resources Branch

ROLE: To develop and monitor the results of plans and programs:

- (a) to protect and upgrade water quality in lakes, rivers, streams and ground water;
- (b) to develop water resources and provide for the fair sharing and conservation of available resources for multiple uses;
- (c) to protect the public from contaminants in water and fish;

#### OBJECTIVES:

1. To assess the presence of waterborne pollutants and to determine their pathways and effects on water quality and aquatic ecosystems.
2. To develop regulatory mechanisms and management techniques to protect drinking water quality, and surface and ground water quality and uses.
3. To evaluate conditions in the Great Lakes and determine plans for the protection and enhancement of water quality.
4. To provide expertise on drinking water control technology and on drinking water treatment processes.



### Waste Management Branch

ROLE: To develop plans and programs to manage the generation, reuse, collection, transportation, treatment and disposal of domestic, commercial, and industrial wastes and to monitor their results.

#### OBJECTIVES:

1. To develop regulatory mechanisms for the control of treatment and disposal systems for hazardous, hauled liquid industrial wastes and other wastes requiring special treatment in order to protect public health and the environment.
2. To develop regulatory mechanisms for the control of waste management sites in order to confine or reduce their detrimental effects.
3. To promote the recovery and utilization of material and energy resources from waste through the provision of market information and the development of technology.



## Hazardous Contaminants and Standards Branch

- ROLE:
- (a) To assess the significance of hazardous contaminants and coordinate Ministry activities for their control.
  - (b) To establish standards for the protection of public health and the environment.

### OBJECTIVES:

- 1. To identify hazardous contaminants and their potential effects on the environment.
- 2. To prioritize hazardous contaminants requiring control strategies.
- 3. To coordinate the development of plans and programs for the control of hazardous contaminants and pesticides.
- 4. To identify and prioritize the Ministry's needs for establishing environmental standards.
- 5. To coordinate the development of environmental standards.



Environmental Assessment Branch

ROLE: To promote the consideration and inclusion of environmental, social and economic alternatives in the planning and development of undertakings.

OBJECTIVE:

To coordinate the review and evaluation of environmental assessments of proposed undertakings.



Laboratory Services and Applied Research  
Branch

ROLE: To provide analytical laboratory services and applied research services to the Ministry.

OBJECTIVES:

1. To provide sample testing support for Ministry programs.
2. To develop analytical methods for measuring pollutants.
3. To provide expertise in data interpretation and in planning and implementing Ministry programs.
4. To carry out applied research studies on environmental phenomena in support of Ministry programs.



**INTERGOVERNMENTAL RELATIONS AND**

**STRATEGIC PROJECTS**

**DIVISION**



The role of the Intergovernmental Relations and Strategic Projects Division is:

To coordinate the Ministry's approach to designated critical issues and orchestrate its intergovernmental activities.

The Division provides a responsive structure to deal with designated issues which have a high profile and require coordinated and integrated action by the Ministry.

The Division also assists in the development of the Ministry's position to resolve pollution problems that are shared with other jurisdictions both nationally and internationally. The Division develops bilateral and multilateral agreements with other jurisdictions in support of the Ministry's ongoing control strategies.

The Division's mandate is dynamic. It is presently composed of two Offices and three Strategic Projects, as follows:

- . the Intergovernmental Relations Office,
- . the Emergency Response Coordination Office,
- . the Acid Precipitation Project,
- . the Niagara River Improvement Project, and
- . the Waste Disposal Site Project.



**CORPORATE POLICY AND PROGRAM DEVELOPMENT**



### Policy and Planning Branch

ROLE: To evaluate the Ministry's policies, programs, and resource needs and to coordinate the effective management and efficient utilization of Ministry resources.

#### OBJECTIVES:

1. To assist in policy development and to provide for the coordination and analysis of Ministry policy.
2. To develop and maintain the Ministry's strategic planning process.
3. To develop and maintain the Ministry's operational planning systems and evaluate Ministry programs.
4. To manage the Ministry's corporate intra-governmental relations.
5. To provide socio-economic expertise to the Ministry.
6. To provide organizational policy support to the Deputy Minister.
7. To provide analytical and secretariat support to the Executive Committee, the Management Committee, and the Policy Committee.



8. To coordinate the identification of the Ministry's research needs and evaluate those needs.
9. To monitor external research performance and encourage the application of research results to the solution of environmental problems.

The Branch also coordinates an internal "Management Standards and Improvement Project", following the pattern set by the government-wide Management Standards Project. The objectives of this project are:

- . to develop improved management processes appropriate for the Ministry's mandate, and
- . to apply these processes throughout the Ministry's operations.



**REGIONAL OPERATIONS**

**DIVISION**



## REGIONAL OPERATIONS DIVISION

This Division is the compliance and delivery arm of the Ministry. Its job is to enforce regulations, control emissions, and deliver abatement programs in accordance with plans and policies developed by the Environmental Planning Division.

The role of the Regional Operations Division is:

To deliver programs

- (a) to protect air quality,
- (b) to protect surface and ground water quality and quantity,
- (c) to manage the disposal of wastes,
- (d) to ensure an adequate quality of drinking water, and
- (e) to control the use of pesticides.

The Division consists of six Regions and one head office Branch:

- . Northeastern Region
- . Northwestern Region
- . Southwestern Region
- . West Central Region
- . Central Region
- . Southeastern Region
- . Environmental Approvals and Project Engineering Branch



## Regions

The responsibilities of the Regions are:

1. To administer programs for the regulation of pollution sources.
2. To administer regulations for the proper construction and operation of water wells.
3. To administer plans and policies for the proper development, operation and closure of waste disposal sites and the proper operation of waste management systems.
4. To administer regulatory mechanisms for the storage and use of pesticides.
5. To manage and operate Ministry water and sewage plants and systems.
6. To monitor the quality of the natural environment.
7. To respond to public complaints and environmental emergencies.
8. To review land-use plans in order to encourage environmental safeguards in land development.



9. To evaluate environmental assessments of proposed undertakings and monitor environmental assessment recommendations.
10. To administer regulatory programs for water use to provide for a fair sharing of available resources and maintenance of water supplies.
11. To monitor and investigate discharges to the environment.
12. To contribute to water management plans which will allow for multiple water uses.
13. To administer programs for the control of noise.



Environmental Approvals and Project  
Engineering Branch

- ROLE:
- (a) To review and process applications required under the Environmental Protection Act, the Ontario Water Resources Act and the Pesticides Act.
  - (b) To promote the consideration of the environment in land-use policies and programs.
  - (c) To encourage the development of a water supply and sewage treatment infrastructure through the provision of engineering and construction assistance to municipalities.

OBJECTIVES:

- 1. To review applications for the approval of air emissions, noise, and wastewater discharges.
- 2. To review applications for the approval of proposed municipal water treatment systems.
- 3. To review applications for the approval of proposed municipal and industrial waste management sites and systems.
- 4. To administer licensing and permit issuing functions relating to pesticides and water use.



5. To review requests from municipalities for the support of water and sewage works and to provide project management and engineering services where necessary.
6. To coordinate environmental comments on land-use planning activities and land-use policies.



**FINANCE AND ADMINISTRATION**  
**DIVISION**



## FINANCE AND ADMINISTRATION DIVISION

This Division provides support to the planning and implementation activities of the Ministry.

The role of the Finance and Administration Division is:

To provide financial, administrative and personnel support and development services for the Ministry's programs and to ensure compliance with the Ontario Financial and Administrative Manuals.

The Division consists of four Branches and two Offices:

- . Accounts Branch
- . Capital Financing and Revenue Branch
- . Internal Audit Branch
- . Human Resources and Personnel Development Branch
- . Administrative Services Office
- . Systems Development Office



### Accounts Branch

ROLE: To provide financial support services to the Ministry.

#### OBJECTIVES:

1. To maintain the Ministry's financial information system.
2. To maintain financial controls on operating expenditures and to process the related documents.
3. To support the multi-ministry computerized financial information system.
4. To ensure compliance with the Ontario Government financial policies and procedures.



## Capital Financing and Revenue Branch

ROLE: To provide financial management for the capital and grant programs of the Ministry of the Environment and to control the receipt of revenues.

### OBJECTIVES:

1. To provide financial administration for the construction and operation of Provincial water and sewage facilities.
2. To provide a capital disbursement service for the processing of engineering and construction certificates and grants and for the payment of expenditures incurred on behalf of municipalities for the operation of water and sewage facilities.
3. To collect revenue due to the Ministry under agreements and contracts.
4. To carry out the financial requirements of special funds, cost sharing agreements and grants administered by the Ministry.
5. To ensure compliance with the Ontario Government financial policies and procedures.



### Internal Audit Branch

**ROLE:** To examine and evaluate the efficiency, economy and effectiveness of the systems of management control and practices utilized by the Ministry.

**OBJECTIVES:**

1. To appraise the adequacy and application of accounting, financial and other operating controls.
2. To promote cost effective operating controls.



Human Resources and Personnel  
Development Branch

ROLE: To provide assistance and advice on all aspects of personnel management and development.

OBJECTIVES:

1. To provide personnel administration and development services to the Ministry.
2. To provide payroll and personnel information services.
3. To ensure adequate staff capabilities by conducting long range manpower planning and technical training.
4. To ensure consistent application of the collective agreement and the effective resolution of grievances.
5. To provide training of municipal water and sewage treatment plant operators.
6. To develop and maintain the Ministry's Safety Policies.
7. To develop and assist in the implementation of a Ministry-wide performance appraisal program.



8. To liaise with Ontario educational institutions regarding training programs for the promotion of environmental expertise.
9. To ensure compliance with the Ontario Government personnel policies and procedures.



### Administrative Services Office

ROLE: To provide administrative support services to the Ministry.

#### OBJECTIVES:

1. To provide the Ministry with purchasing services and office support services.
2. To ensure compliance with the Ontario Government administrative policies and procedures.



### Systems Development Office

**ROLE:** To provide developmental and operating support for the Ministry's computerized information systems.

**OBJECTIVES:**

1. To assess the need for computerized information systems.
2. To assist in the implementation of computerized information systems.
3. To provide the Ministry with computer systems operating services.
4. To coordinate the use of computers in the Ministry.



OTHER ORGANIZATIONAL AREAS

REPORTING TO THE

DEPUTY MINISTER



### Communications Branch

ROLE: To plan and implement communications strategies and programs in support of Ministry policies and activities.

#### OBJECTIVES:

1. To provide communications services to the Ministry.
2. To provide information on Ministry policies and programs to the public.
3. To provide library services to the Ministry and the public.
4. To encourage the development of environmental programs in Ontario educational institutions.



### Legal Services Branch

ROLE: To provide legal services to the Ministry on a solicitor/client basis.

OBJECTIVES:

1. To prepare legislation and regulations in support of Ministry programs.
2. To act as Counsel in Ministry legal proceedings.
3. To advise on the preparation of enforcement instruments.
4. To advise on the preparation of contracts supporting Ministry programs and projects.



## French Language Services Office

ROLE: To provide coordination of French language services.

### OBJECTIVES:

1. To establish Ministry guidelines that reflect Government policy on French language services.
2. To participate in the development and implementation of French language services within the framework of Ministry programs ensuring the effective delivery of a full range of French language services to Franco-Ontarians.
3. To establish and maintain liaison between the Franco-Ontarian community and the Ministry ensuring that Ministry programs respond to the specific needs of Franco-Ontarians.



## Affirmative Action Office

ROLE: To raise the level and diversify the occupational distribution of women employees in the Ministry.

### OBJECTIVES:

1. To develop annual Ministry plans for Affirmative Action in accordance with guidelines provided by the Women Crown Employees Office.
2. To review and monitor structures and practices within the Ministry to assess their impact on Affirmative Action for the benefit and guidance of women employees and program managers.
3. To develop and distribute information on Affirmative Action for the benefit and guidance of women employees and program managers.
4. To liaise with the Women Crown Employees Office, Affirmative Action Coordinators in other Ministries and other groups to develop and exchange information.



## APPENDIX 1

### LEGISLATION

1. Ministry of the Environment Act
2. Environmental Protection Act
3. Ontario Water Resources Act
4. Pesticides Act
5. Environmental Assessment Act
6. The Ontario Waste Management Corporation Act,  
1981
7. The Consolidated Hearings Act, 1981



## APPENDIX 2

### CORPORATE COMMITTEES

Committee: Executive Committee

Chairman: Minister

Deputy Minister

#### Membership

- . Associate Deputy Minister, Intergovernmental Relations and Strategic Projects Division
- . Assistant Deputy Minister, Environmental Planning Division
- . Assistant Deputy Minister, Regional Operations Division
- . Executive Director, Finance and Administration Division
- . Senior Advisor to the Minister
- . Director, Policy and Planning Branch
- . Special Assistant to the Minister (at the pleasure of the Minister)
- . Press Secretary to the Minister (at the pleasure of the Minister)
- . Executive Assistant to the Deputy Minister
  
- . Director, Legal Services Branch (As and when required)
- . Director, Communications Branch (As and when required)

#### Responsibilities

- . To decide on Ministry policy
- . To decide on strategic planning directions

#### Analytical and Technical Support

- . Provided by Policy and Planning Branch



Committee: Management Committee

Chairman: Deputy Minister

Membership

- . Associate Deputy Minister, Intergovernmental Relations and Strategic Projects Division
- . Assistant Deputy Minister, Environmental Planning Division
- . Assistant Deputy Minister, Regional Operations Division
- . Executive Director, Finance and Administration Division
- . Director, Policy and Planning Branch
- . Executive Assistant to Deputy Minister
- . Delegate(s) of the Minister (at the pleasure of the Minister)

Responsibilities

- . To resolve all management and operational issues.
- . To implement management and operational plans necessary to activate policy decisions and strategic plans.

Analytical and Technical Support

- . Provided by Policy and Planning Branch



Committee: Policy Committee

Chairman: Deputy Minister

Membership

- . Associate Deputy Minister, Intergovernmental Relations and Strategic Projects Division
- . Assistant Deputy Minister, Environmental Planning Division
- . Assistant Deputy Minister, Regional Operations Division
- . Executive Director, Finance and Administration Division
- . Director, Policy and Planning Branch
- . Director, Legal Services Branch
- . Executive Assistant to the Deputy Minister
- . Delegate(s) of the Minister (at the pleasure of the Minister)

Responsibilities

- . To identify issues requiring policy development.
- . To identify responsibility for policy development.
- . To ensure proper development of Ministry policy through the Policy Development Process.
- . To recommend policy options to the Executive Committee including legislative changes and regulations.

Analytical and Technical Support

- . Provided by Policy and Planning Branch



Committee: Strategic Planning Committee

Chairman: Director, Policy and Planning Branch

Membership

- . Director, Water Resources Branch
- . Director, Waste Management Branch
- . Director, Laboratory and Applied Research Branch
- . Director, Central Region
- . Senior Policy Analysts (2), Policy and Planning Branch

Reporting

- . To Deputy Minister

Responsibilities

- . To direct strategic planning research.
- . To recommend strategic plans to the Policy and Executive Committees.

Analytical and Technical Support

- . Provided by Policy and Planning Branch



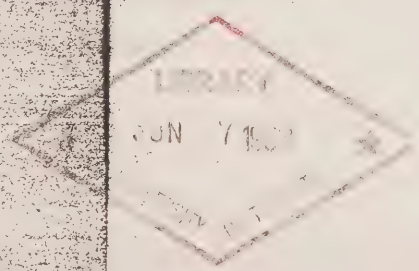
# ENVIRONMENTAL ASSESSMENT ACT AND PROCESS

- OVERVIEW

- ROLES OF PARTICIPANTS

- STEPS IN THE PROCESS

- EXEMPTIONS





# **PURPOSE OF EA ACT**

BETTERMENT OF PEOPLE OF ONTARIO

BY PROVIDING:

- ° PROTECTION
- CONSERVATION
- WISE MANAGEMENT

OF ENVIRONMENT

---



## BASICS OF EA ACT

A SUBJECT UNDERTAKING CANNOT :

- PROCEED BEYOND A FEASIBILITY STUDY
- RECEIVE OTHER PROVINCIAL OR MUNICIPAL APPROVALS
- RECEIVE PROVINCIAL FUNDS OR LOANS

UNTIL :

- AN EA SUBMITTED TO MINISTER
  - THE MINISTER HAS ACCEPTED THE EA
  - THE MINISTER HAS GRANTED APPROVAL
-



# CONTENTS OF AN ENVIRONMENTAL ASSESSMENT

- PURPOSE
- RATIONALE
  - THE PREFERRED UNDERTAKING
  - ALTERNATIVE METHODS
  - ALTERNATIVES TO
- DESCRIBE ENVIRONMENT AFFECTED
- PREDICT EFFECTS
- ACTIONS TO MITIGATE & MONITOR
- EVALUATE ALTERNATIVES & SELECT UNDERTAKING



## **PHASED IMPLEMENTATION**

ONTARIO GOVERNMENT MINISTRIES AND AGENCIES (OCT. 20, 1976)

CONSERVATION AUTHORITIES (SEPT. 1, 1977)

MUNICIPALITIES (JUNE 3, 1980)

PRIVATE SECTOR

SPECIFIC PROJECTS HAVE BEEN DESIGNATED, E.G.

PEED PAPER FOREST PRODUCTS COMPLEX

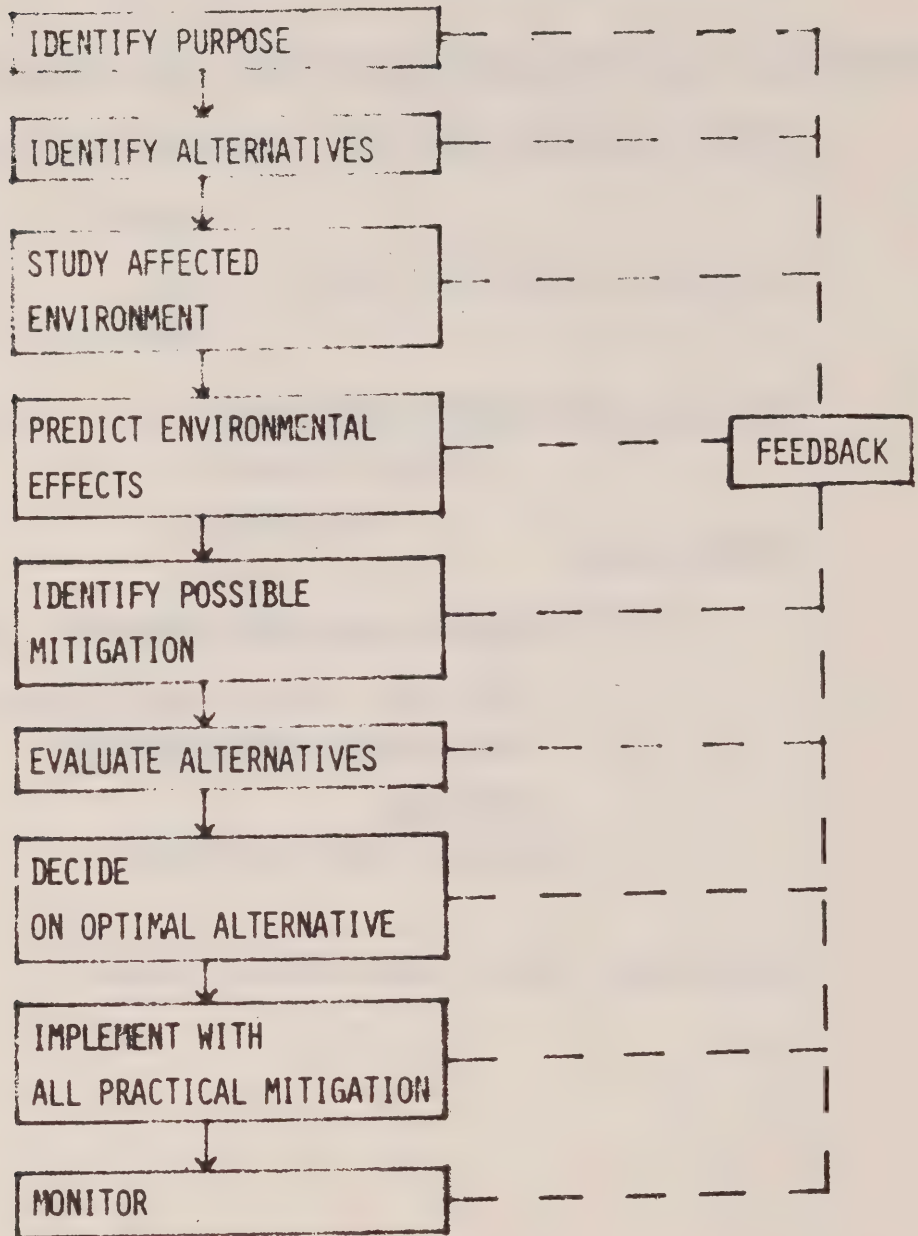
INCO SPANISH RIVER HYDRO DAM

ONAKAWANA

---



# BASIC ENVIRONMENTAL PLANNING MODEL





# DIFFERENCE BETWEEN INDIVIDUAL AND CLASS EA

	INDIVIDUAL	CLASS EA
UNDERTAKING	ONE SPECIFIC	GROUP OF SIMILAR
TIME	KNOWN	UNKNOWN, FUTURE
LOCATION	KNOWN	UNKNOWN
EFFECTS	SIGNIFICANT DIVERSE	MINOR SIMILAR
APPROVAL	FOR EACH PROJECT	FOR CLASS FOLLOW PROCEDURES BUMP UP POSSIBLE



## **MAJOR COMPONENTS OF A CLASS EA**

- APPROVAL NOW FOR FUTURE ACTION
  - RATIONALE FOR CLASS APPROACH
  - CHARACTERISTICS OF PROJECTS
  - PROCEDURES FOR PLANNING, DEVELOPING AND IMPLEMENTING PROJECT
  - IN GENERAL TERMS, THE ALTERNATIVES, LIKELY EFFECTS AND WAYS TO MITIGATE
  - MEANS OF PUBLIC AND GOV'T FUTURE INVOLVEMENT
  - BUMP UP PROVISION
  - DOCUMENTATION PROVISION
  - AMENDING PROVISION
  - EMERGENCY PROCEDURES
-



## EA PARTICIPANT ROLES

PARTICIPANT	ROLE
PROPOSER	PROVIDES RATIONALE AND EA
EA BRANCH	COORDINATES, ADVISES
REVIEWERS	PROVIDES DATA, COMMENTS
PUBLIC	PROVIDES INPUT
MINISTER	REVIEWS, DECIDES
EA BOARD	HEARS EVIDENCE, DECIDES FOR EA APPROVAL
JOINT BOARD	HEAR EVIDENCE, DECIDES ON VARIOUS APPROVALS



## **PROPONENT**

- PROVIDES RATIONALE FOR UNDERTAKING
- CONSIDERS ENVIRONMENTAL EFFECTS
- CONSIDERS PUBLIC NEEDS & WANTS
- PREPARES & SUBMITS EA
- ADDRESSES MITIGATION & MONITORING
- ADDRESSES FEEDBACK FROM NOTICE
- IMPLEMENTS ACCORDING TO APPROVAL
- PREPARES FOR & ATTENDS HEARING



## **EA REVIEWERS**

PROVIDE DATA FOR EA

EVALUATE DRAFT EA

EVALUATE FINAL EA

CONSIDER:

- MANDATE
  - POLICIES, PROGRAMS
  - SIGNIFICANCE OF EFFECTS
  - IDENTIFY ISSUES
  - SUGGEST ACTIONS
-



## MOE REVIEWERS

### GREEN HAT:

- TECHNICAL BRANCHES
- REGIONS
- COORDINATION BY APPROVALS & ENGINEERING
- DM SIGN-OFF
- TO E.A. BRANCH

### BLUE HAT:

- COORDINATE TOTAL GOVERNMENT REVIEW



## **E.A. BRANCH ROLE**

### **PRESUBMISSION CONSULTATION :**

- SCOPE EA & GUIDELINES
- FOCUS ON ISSUES
- SOURCE DATA
- FACILITATE DISCUSSION
- REVIEWERS

### **COORDINATE REVIEW :**

- CIRCULATE EA SET CALL DATES
- CONSIDER OTHER APPROVALS
- SPEAK FOR PROCESS
- SUMMARIZE COMMENTS & ISSUES

### **ADMINISTER ACT :**

- ADVISE MINISTER
  - GIVE STATUS
  - PREPARE ORDERS
  - INFORM PUBLIC
-



MINISTER :

REQUIRES REVIEW

DECIDES ON HEARING

DECIDES ON ACCEPTANCE OR AMENDMENT &  
ACCEPTANCE OF EA

DECIDES ON APPROVAL, CONDITIONAL  
APPROVAL, REFUSAL

BOARDS :

EA BOARD

ONE OR TWO DECISIONS ON EA

JOINT BOARD

DECISIONS ON VARIOUS APPROVALS

NO FORMAL APPEAL

CABINET MAY OVERRULE



## **BOARD HEARINGS**

### **EA BOARD**

COLONEL SAM BOIS SMITH WATERFRONT PARK

HIGHWAY 89

CENTRAL CREEK FLOOD CONTROL PROJECT

ORILLIA WATER LIGHT AND POWER

THUNDER BAY AUDITORIUM

### **JOINT BOARD**

VICTORIA HOSPITAL (LONDON)

ONTARIO HYDRO SE SYSTEM HEARING

ONTARIO HYDRO SW SYSTEM HEARING

~~THUNDER BAY AUDITORIUM~~

---



# PUBLIC INPUT

1

## PRE-SUBMISSION CONSULTATION :

- PROPONENT CHOICE
- WE ENCOURAGE

## FORMAL REVIEW :

- PUBLIC NOTICE
- PUBLIC RECORD
- WRITTEN SUBMISSIONS

## HEARING :

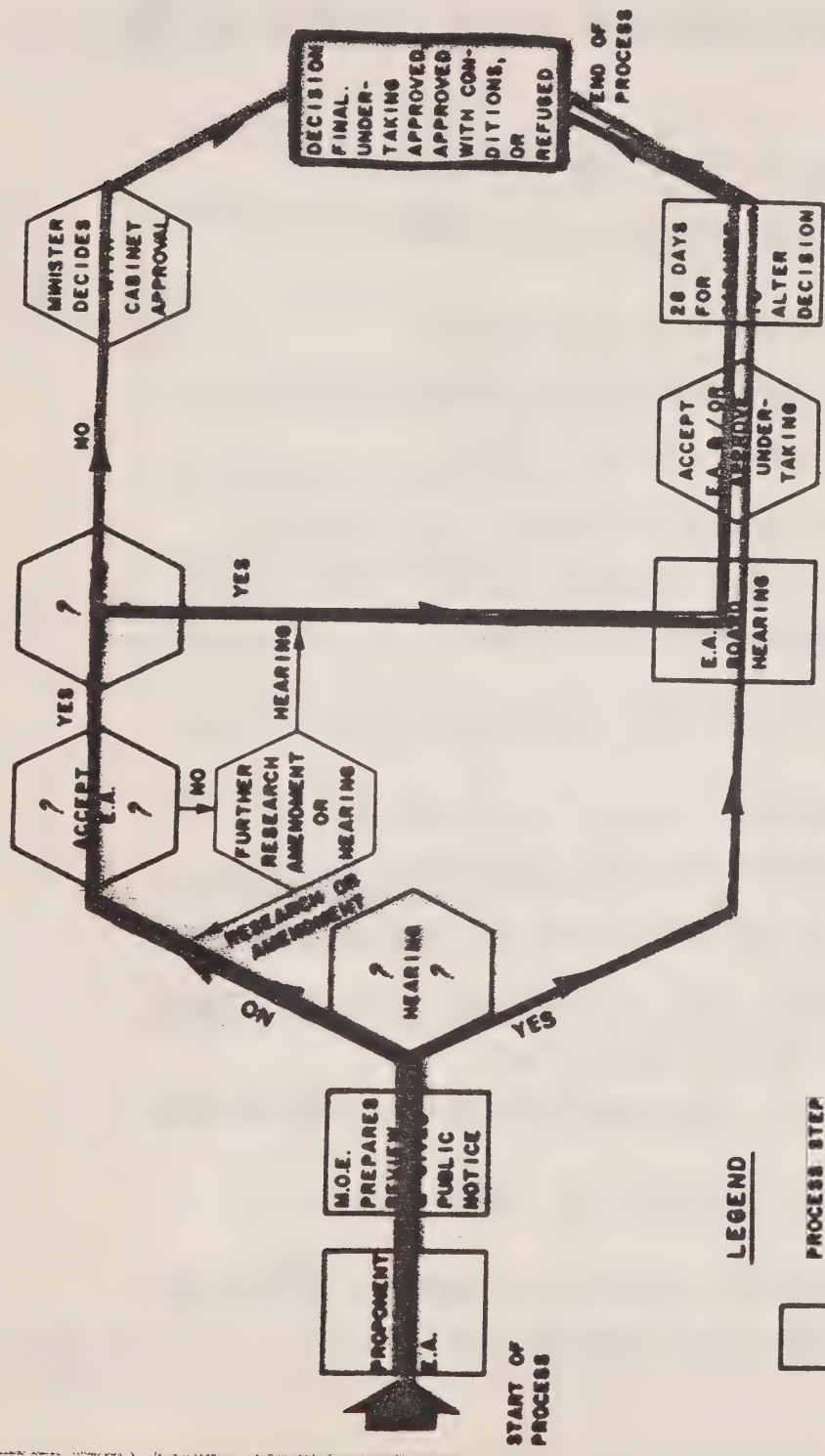
- PUBLIC CAN CALL
- 3 STAGES
- MINISTER HAS LIMITED DISCRETION
- PUBLIC HAS STANDING

## OTHER :



- NOTICES TO THOSE WHO SUBMITTED
- EA UPDATE



# BASIC FLOW DIAGRAM OF THE ENVIRONMENTAL ASSESSMENT ACT 1975



## LEGEND

-  PROCESS STEP
-  DECISION POINT



Ministry  
of the  
Environment  
Ontario



# RELATIONSHIPS WITH OTHER ACTS

ENVIRONMENTAL PROTECTION ACT, (EPA):

ONTARIO WATER RESOURCES ACT, (OWRA):

REGULATES TECH./ENG. DESIGN:

WASTE MANAGERMENTS ACTIVITIES

SEWAGE AND WATER WORKS

CERTIFICATES OF APPROVAL (MOE DIRECTOR)

MAY INVOLVE EA BOARD HEARING - BOARD MAKES

RECOMMENDATION TO DIRECTOR

STREAMLINING EAA AND EPA/OWRA HEARINGS:

UNDERTAKING SUBJECT TO EAA AND EPA OR

OWRA MINISTER MAKES ORDER UNDER SECTION

34 OF EAA ESTABLISHING ACT FOR HEARING

ISSUES: NEED, ALTERNATIVES, LAND-USE EFFECTS,

ETC. HEARING UNDER EA ACT

ISSUES: TECH./ENG. HEARING UNDER EPA OR OWRA

CONSOLIDATED HEARINGS ACT, 1981:

STREAMLINES HEARINGS REQUIREMENTS BETWEEN EA

ACT AND OTHER STATUTES



# CONSOLIDATED HEARINGS ACT

## TRIGGERED BY:

- MORE THAN ONE HEARING & TRIBUNAL
- OVERLAPPING MATTERS

## APPLIES TO:

- ENVIRONMENTAL ASSESSMENT ACT
- ENVIRONMENTAL PROTECTION ACT
- ONTARIO WATER RESOURCES ACT
- PLANNING ACT
- ONTARIO MUNICIPAL BOARD ACT
- EXPROPRIATIONS ACT
- NIAGARA ESCARPMENT PLANNING AND DEVELOPMENT ACT
- PARKWAY BELT PLANNING AND DEVELOPMENT ACT
- REGIONAL MUNICIPALITY ACTS:
  - METRO TORONTO
  - OTTAWA-CARLETON
  - YORK
- MUNICIPAL ACT

OTHER ACTS MAY BE ADDED BY REGULATION

---



## STREAMLINED PROCESS

AT PRESENT PROPONENT MUST VOLUNTEER

· NOTIFIES HEARINGS REGISTRAR

· "JOINT BOARD" ESTABLISHED

· PRELIMINARY HEARING FOR STAGING

· CONSOLIDATED HEARING

· JOINT BOARD RENDERS DECISIONS UNDER ALL  
AFFECTED ACTS

· APPEAL TO CABINET



# EXEMPTIONS

PUBLIC SECTOR:

EVERYTHING IN UNLESS EXEMPTED OUT

WHEN ACT PASSED SCREENING TOOK PLACE TO DETERMINE  
PROPOSERS/ACTIVITIES WARRANTING EXEMPTION:

- COMPLETE EXEMPTIONS
- GRANDFATHERING
- TEMPORARY EXEMPTIONS

PROPOSERS MAY REQUEST EXEMPTION UNDER SECTION 29 ON  
A CASE BY CASE BASIS

MINISTER WEIGHS:

- SIGNIFICANCE OF EFFECTS
- URGENCY OF NEED FOR UNDERTAKING
- PUBLIC INTEREST

CABINET DECIDES

---



# MINISTRIES TOTALLY EXEMPT

TOTAL EXEMPTION PROVIDED BY O. REG. 293 S.7. (1) FOR  
MINISTRIES OF:

- AGRICULTURE AND FOOD
- ATTORNEY GENERAL
- COLLEGES AND UNIVERSITIES
- COMMUNITY AND SOCIAL SERVICES
- CONSUMER AND COMMERCIAL RELATIONS
- CORRECTIONAL SERVICES
- EDUCATION
- HEALTH
- HOUSING
- LABOUR
- REVENUE
- SOLICITOR GENERAL



# EXEMPTION EXAMPLES

## A. COMPLETE

### TYPES OF PROPONENTS

- LIST OF MINISTRIES EXEMPTED BY O. REG. 293

### TYPES OF ACTIVITIES

- OPERATION AND MAINTENANCE
- LICENCING
- RESEARCH

### SECTION 29 EXEMPTION ORDERS

## B. GRANDFATHER

- MTC - PLANNING APPROVAL BY OCT/76, AND  
CONSTRUCTION BY JAN/80
- MUNICIPAL - COUNCIL APPROVAL JUNE 80,  
AND CONSTRUCT 25% BY DEC 83

## C. INTERIM

- MNR - FOREST MANAGEMENT - JUNE 30/83
  - MUNICIPAL - SEWAGE/WATER PROJECTS -  
OWRA APPROVAL JUNE 30/83
-



# MINISTRIES AND AGENCIES SUBJECT

- CITIZENSHIP AND CULTURE
  - ENERGY
  - ENVIRONMENT
  - GOVERNMENT SERVICES
  - INDUSTRY AND TRADE
  - NATURAL RESOURCES
  - NORTHERN AFFAIRS
  - TOURISM AND RECREATION
  - CONSERVATION AUTHORITIES
  - METRO CANADA/URBAN TRANS. DEVELOP. CORP.
  - ONTARIO ENERGY CORP
  - ONTARIO HYDRO
  - ONTARIO NORTHLAND TRANSPORTATION COMMISSION
  - TORONTO AREA TRANSIT OPERATING AUTHORITY
-



**MINISTRY OF NATURAL RESOURCES**

**AND EA ACT**

---



## EXEMPTIONS

- PUBLIC SECTOR PROJECTS SUBJECT UNLESS EXEMPTED.
- TWO TYPES OF EXEMPTIONS:

### INTERIM

- ALLOW TIME TO PREPARE EA OR COMPLETE REVIEW OF EA
- 35 INTERIM ORDERS

### PERMANENT:

- INSIGNIFICANT ACTIVITIES
- PROJECTS IN-THE-PIPE
- PUBLIC INTEREST
- 19 PERMANENT ORDERS



## INITIAL SCREENING

- DISCUSSIONS IN 1975 - 76 CATEGORIZED MNR ACTIVITIES:
    - INDIVIDUAL EAs
    - CLASS EAs
    - EXEMPT
  - SCREENING CRITERIA:
    - SIGNIFICANCE OF IMPACT
    - STAGE IN PLANNING PROCESS
    - SCALE OF PROJECT
    - ADEQUACY OF EXISTING APPROVALS
    - RESOURCES
  - SINCE 1976 SCREENING ONGOING
  - PROJECT SCREENING CRITERIA
-



# CONDITIONS OF EXEMPTION

2

## TYPES OF CONDITIONS:

- EXPIRY DATES
  - PUBLIC RECORD FILING
  - PUBLIC NOTICE
  - "BUMP UP"
  - CONSULTATION WITH AFFECTED PARTIES
  - COMPLIANCE WITH ENVIRONMENTAL POLICIES,  
GUIDELINES, HANDBOOKS AND APPROVED EAs
  - EXCLUSIONS OF SIGNIFICANT ACTIVITIES
-



# MNR PLANNING HIERARCHY

- POLICY PLANNING
- LAND USE PLANNING
- RESOURCE MANAGEMENT PLANNING → 3 CLASS EAs
- WORK PROGRAM PLANNING → 10 CLASS EAs  
→ 2 INDIVIDUAL EAs
- WORK PROGRAM EVALUATION

\*SOURCE: GUIDELINES FOR LAND USE PLANNING

MNR, 1980.

---



# MNR APPROVED EAs

## - INDIVIDUAL EA:

- PUSLINCH RESOURCE MANAGEMENT AREA  
(MNR/MTC): APPROVED

## - CLASS EAs: APPROVED:

- FISHWAYS
- FISHSTOCKING IN NEW WATERS
- WATER RELATED EXCAVATION, DREDGING AND FILL  
ACTIVITIES
- DAMS AND DYKES
- SHORELINE AND STREAMBANK STABILIZATION
- PONDS
- ACCESS POINTS AND DOCKS
- ACCESS ROADS TO MNR FACILITIES
- CANOE ROUTE DEVELOPMENT



## **MNR EAs IN PROGRESS**

- CLASS EAs: UNDER REVIEW:
    - SOLID WASTE MANAGEMENT
    - FISHERIES RECLAMATION
  
  - CLASS EAs: IN PREPARATION:
    - FORESTRY MANAGEMENT
    - PROVINCIAL PARKS
    - SEISMIC SURVEY
  
  - INDIVIDUAL EA: IN PRE-SUBMISSION CONSULTATION:
    - TARENTORUS FISH CULTURE STATION
-



# **MNR CLASS EA STRUCTURE**

## **- GENERAL ANALYSIS:**

- PURPOSE
- RATIONALE
- ALTERNATIVES

## **- FIELD ENVIRONMENTAL PLANNING PROCEDURE :**

- PROJECT PROPOSAL
- ENVIRONMENTAL ANALYSIS
- PROJECT EVALUATION AND SELECTION
- PREPARATION OF PROJECT PLAN
- PROJECT REVIEW
- IMPLEMENTATION AND MONITORING

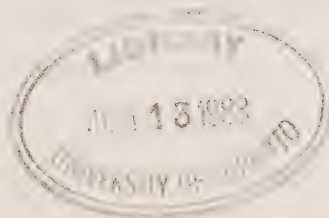
## **- ENVIRONMENTAL QUALITY IMPLEMENTATION HANDBOOK :**

- CONSTRUCTION AND OPERATION IMPACTS AND
  - MITIGATION MEASURES
-



PRESENTATION  
to the  
ROYAL COMMISSION  
on the  
NORTHERN ENVIRONMENT

SUBMITTED BY :  
BAND COUNCIL  
of the  
FORT SEVERN BAND  
June 2, 1983





Mr. Commissioner:

The Band Council of Fort Severn welcome you for coming to our community. We will not go into great details regarding the land issue in which you came to hear. But we want to inform you that we are in full support and agree with the presentation our Local Land Use Co-ordinator will present to you shortly.

Being First Citizens of this country we are proud that we have always shared the land in peaceful terms with the rest of the society.

However, the time has come for us to comment regarding future plans of land north of 50. We strongly disagree with the West Patricia Land Use Plan. Little of what we have heard that the land use planning the Ministry of Natural Resources has carried last few years will not help us at all. But will restrict the movements of our people in pursuing their traditional life-style. The land has been rightfully ours for we were here before. For that reason we want the Provincial Government to at least leave the hunting grounds alone. Without traplines our people will not survive.

The reserve will not be able to provide the game our people rely for meat. The hunting, fishing and trapping all takes place outside the reserve.



When the West Patricia Land Use Plan is released. It will show what land and water will be used for specific purposes - set long-term (20 year) quotas for how much the land and water should produce. The West Patricia Land Use Plan will open the door for the mines. Just as the Treaty gave the government control over the land, the land use plan could give control of the land to companies eager to use it for their own purposes. If an area is good for both commercial forestry and trapping, it will be set aside for logging. If a lake is good for both sports and commercial fishing, it will be set aside for tourism. If the land seems to be good for nothing; it may be set aside for parks. If the Ontario Government has its way, mines will be dug in the north to pull out the minerals buried deep in the ground. The trees are also valuable. They can be made into paper and lumber. The rivers could be used to produce electricity. A pipeline might be built to carry gas to the south.

Mr. Commissioner, should the government succeed with its plan the effects on the people who now use the land would be very serious. Once this is underway roads would be sure to accompany the big projects the government wants. Roads would mean many more cars and trucks in the area. People from the south would be free to come in and use the land for hunting and fishing making it more difficult for our people to live in the traditional way. We could go on and say much more but will not as you are aware what direct effects of mining, forest, pipeline and hydro development could do. Nothing good but harm.



We are aware, too, that the Ministry of Natural Resources has no intention to set aside land for our use. But our people have used the land for hundreds of years in a responsible manner. We have managed to use wisely the way the Creator had intended for us to live. We only take and use what we need as each day comes.

We request that you do everything within your power to ensure that our people will not be left out in the cold. We know what we want regarding land. We request to be left alone in peace, for we have no more land to give. We now only have the reserve and hunting grounds.

Thank you for taking you time to come and hear us.

  
CHIEF Ennis Crowe



PRESENTATION  
to the  
ROYAL COMMISSION  
on the  
NORTHERN ENVIRONMENT

Submitted by:

Archie Stoney  
Local Land Use Study  
Co-ordinator  
Fort Severn, Ontario  
June 2, 1983



Mr. Commissioner:

We are very pleased to have you in our community and hope you will have a pleasant visit while you are here.

I have been given the privilege to present to you the research material that we have produce through the Local Land Use Study. We have maps showing how land is utilized by our people. A report is included giving details exactly what relationship our people have with the land.

Before I go on any further I would like to mention something that is very important that you should never forget nor your staff that we are known as the Nishnawbe-Aski Nation or First Citizens of this country of Canada. Far too long, our people have been pushed and ignored. We have every right to claim land that was always rightfully ours long before the white settlers came. Time after time you read or hear through the news media that thousands of miles of land is unused, land north of 50. This is not true at all. Today our people hardly have land that they need to survive.

Our traditional lifestyle is at stake based on the information we know regarding the Ministry of Natural Resources land use planning process. I have had confirmed information regarding West Patricia Land Use Plan that no land will be set aside for our people to use. Our people has been informed in the past by the Ministry of Natural Resources the only land we can rightfully claim our land is reserve. Fort Severn has reserve land that is fifteen square miles. The fifteen square miles is notable to provide the needs, we need in order to survive from living off the land. There is no argument that we get assistance from the government like welfare, however, the government never provides a substantial amount of dollars according to needs. For this reason our people rely heavily on wild game for meat.



Most of the hunting, fishing and trapping takes place outside the reserve. Mr. Commissioner, listen carefully if the Federal and Provincial Government is going to approve the Land Use Planning process carried by the Ministry of Natural Resources. Then this is Genocide.

West Patricia Land Use Plan.

Regarding the landuse planning carried by the Ministry of Natural Resources. I will not go into any great details. You are no doubt aware that the Ministry of Natural Resources did not consult our people at the start of their land use planning.

We are fully aware of the plans that the Ministry of Natural Resources has. The plans are only for the benefit of the white society. The government sees the land as an important means of money. The planning by the Ministry of Natural Resources is only for the benefit of big companies. The Provincial Government land use plan then is a plan to enable some people to start using the land while those who now use it will be left out in the cold.

The government sees the future as a mirror of the past, a past in which Indian People have been exploited, pushed around and ignored. In the past, companies like the Hudson's Bay Company have made huge amounts of money from the people and their land. Now the government wants to help other companies to do the same thing. We strongly disagree with the plan carried by the Ministry of Natural Resources.



Land Development.

We are opposed to development that is known as boom and bust cycle. At times we have been falsely accused by the news media of trying to turn back to the sixteen century which can never be recovered. We have seen and heard of development taking place and this causes great hardship for the people who are in the area.

Alcohol and social problems arise freely from where development is taking place. Only short term jobs are offered for our people at low pay.

We don't believe development should be allowed for the sake of greedy persons. Development to take place at great hardship for the poor and the rich to profit from it.



Local Land Use Plan.

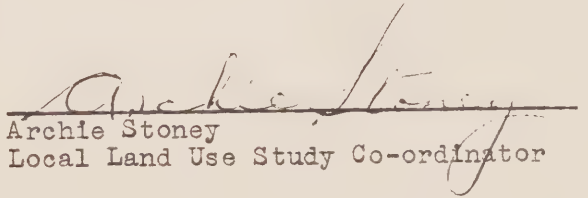
We believe we are capable of making our own future plans especially on land. We know what we want. We know what we want to do with our beautiful lakes and rivers. We want to be left alone in peace.

Today I speak for the majority of the people especially the elders who are not able to communicate with you in your language. We speak for the unborn generation too.

Mr. Commissioner, I have mentioned:

- (a) Land Relationship.
- (b) Ministry of Natural Resources Land Planning Process.
- (c) Land Development.
- (d) Local Land Use Planning.     •

Today we have placed our trust in your hands. It's your turn to carry on to see our voice will get to the appropriate officials. Carry on our wishes of what we would like to see happen to the land North of 50. Please present our issues today as tomorrow maybe too late. Thank you.

  
Archie Stoney  
Local Land Use Study Co-ordinator



















